

Bureau of Land Management

Preservation Board Report

June 7-9, 2016

Cody, WY

Preservation Board Members

Ranel Capron, Federal Preservation Officer/Chair (FPO)(Washington Office 240); Jerry Cordova, Tribal Liaison Officer (TLO)(WO240)(by phone); 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), Dave Johnson (Oregon), Nathan Thomas (Utah), Kathy Boden (Acting, Wyoming); Manager Representatives: John MacDonald (FM, Yuma, AZ), George MacDonell (FM, Carlsbad, NM), Steve Nelson (FM, Bishop, CA), Dennis Teitzel (FM, Glennallen, AK); Specialists: Natalie Clarke (Grand Junction FO, CO), and Tiffany Arend (California Desert FO, CA)(by phone); Field Committee Liaison, Deborah Rawhouser (ASD, Arizona).

Other Participants

In person: Emily Palus (1050 Program Lead/Deputy Division Chief, WO240); Dianna Junius (Staff Assistant, WO240); and Nancy Brown, Advisory Council on Historic Preservation (Liaison to the BLM). By telephone: Byron Loosle (Division Chief, WO240); Kate Winthrop (Senior Archaeologist, WO240); Anna Rago (Training Coordinator, National Training Center); Jeanne Moe (Project Archaeology, WO420); Jane Childress and Signa Larralde (NTST archaeologists).

Day One

Welcome

Chad Krause, Assistant Field Manager for the Cody Field Office, and Kierson Crume, Cody FO archaeologist, provided a warm welcome to the group before heading out to the field. The first day was spent in the Meeteetse area with personnel from the Wyoming State Historic Preservation Office (WYSHPO), the Wind River/Bighorn Basin District Office and Worland Field Office. Mary Hopkins, WY State Historic Preservation Officer, Richard Currit, WYSHPO Senior Archaeologist, Marit Bovee and Dora Ridenour, Worland FO archaeologists, and Karina Bryan, Lander FO archaeologist, provided training to the group on the Wyoming visual contrast rating form. This form was compared to the Idaho visual assessment form provided by Kirk Halford.

Action Item: Assemble a small workgroup to review both forms and decide whether/how to combine them. Provide the new form to the Board at a future meeting. If adopted, WO240 will then provide the assessment form to the field for use. Training will be offered for states who request it.

Day Two

WO Updates—Byron Loosle, Division Chief, and Emily Palus, Deputy Division Chief and 1050 Program Lead

Byron just returned from a three-month detail as Deputy State Director for Resources in New Mexico. Greg Liggett, Montana State Office paleontologist, is currently on detail in the Curator

position. The Curator vacancy announcement is expected to be re-advertised by the beginning of FY17 and should allow the position to be remotely located. Kate Winthrop will be retiring at the end of June 2016; WO240 is currently working on a position description for that job; expect a detail announcement out in July. Brooke Brown from Oregon was in DC for a 30-day detail as Deputy, while Emily was acting Division Chief. Brooke and Dianna worked on the Heritage Heroes announcements. James Barnes from California followed Brooke in another 30-day detail as Deputy. James worked on the Planning 2.0 cultural appendix, as well as manual revisions. The annual cultural heritage data call will be coming out in June, with a due date the end of August. Finally, Michael Thomas has a history intern, Scott Dresher, who is working with him this summer on the FLPMA anniversary interviews.

Emily briefed the Board on the budget. She thanked the board for the comments received on the program elements; there are two new elements for paleontology. She also encouraged the DPOs to focus on Section 110 work; it should be a priority and not always trumped by the Section 106 workload. Compliance with other provisions of NHPA, as well as ARPA and NAGPRA, are also an important responsibility. A discussion ensued regarding how to code for this, since some proactive work benefits other programs (like recreation), or other programs paid for the work, but their subactivity cannot pair with our program elements. It would be possible to capture this through WBS codes, or negotiate with other programs to use such program elements like BC. Deb encouraged the group to set a strategy for the top 5 items and highlight those, not spending too much time on program elements. Steve felt that offices should be able to capture 1050 PEs using other program funding.

Action Item: Set up a call with the program leads for Trails and Rivers to discuss 1050 accomplishments.

Several DPOs provided suggestions that in-place assistance agreements could help with youth and partnership work. Finally Emily mentioned that WO240 had met several times with the National Trust for Historic Preservation on Planning 2.0.

Sagegrouse Implementation—John Carlson, Montana State Office

John is the sagegrouse implementation biologist for zone 1, which covers Montana, North Dakota, South Dakota and Wyoming. He explained the different terms regarding general, priority and core habitat, focal areas, restoration areas and biologically significant units. He described the standardized calculation that determines the limit of disturbance density and intensity that can be allowed for projects. John mentioned that monitoring will be key and there will be an appendix to each of the land use plans. He described triggers, hard and soft, and how our management will change based on those scenarios. The Board recommended that a cultural person be on the each of the implementation teams; travel management and recreation would be appropriate additions as well. Deb mentioned that an interdisciplinary team approach would be best, not just one focused on the biological and habitat resources. It was recommended that the DPOs brief their DSDs about the need for an ID team approach.

Tribal Relations 1780 Manual—Byron Loosle and Jerry Cordova, WO240

We received comments from about 9 tribes this winter and our contractors have created letters responding to these comments. The manual/handbook was changed when appropriate and this is acknowledged in the BLM responses. These letters are currently in draft form.

Jerry indicated that, for the most part, tribes are glad we are updating guidance; compensation continues to be a big item for them. In late April, WO240 briefed the Director and his staff about the 1780 package. Jerry mentioned that the Director wanted him to reach out to those tribes who routinely respond to our inquiries as a “focus group” to ensure that BLM was on track with this release. He is currently working on scheduling separate conference calls with those tribes and the states should plan to be involved. At this time, September 21st is expected to be the new rollout with an M Street Live production.

Kirk mentioned that in regional consultation, the Shoshone-Paiute have indicated their Wings & Roots example is how BLM should be conducting consultation around the Bureau. Nancy mentioned that the Council has existing guidance on tribal compensation.

Round Robin

UT mentioned that the Director was out to see the Cerberus Collection, stabilization work is being done at Cedar Mesa and the travel management inventories are about 1/3 of the way done; they have found approximately 900 sites with only 1 or 2 adverse effects. WY is working on additional appendices for their state protocol, conducting metal detection training in September; photogrammetry was completed on the Great Turtle and will be able to digitally rework it into the rock where it was removed. NV mentioned that programmatic agreements continue to be challenging; working on a management plan for Basin and Range NM. AZ had a successful annual meeting in March; have some tribal challenges; Tread Lightly is moving to AZ; working on a statewide PA for 15 remaining travel management plans, as well as a video of AZ ‘s public lands for NHPA 50th; doing an internal review of their site steward program. NM indicated they had a recent ARPA conviction; good annual meeting; Las Cruces archaeology day was tied to Every Kid in a Park; several planning efforts ongoing, including the Chaco area. OR had their annual meeting, SHPO attended; working on creating site steward program and getting Project Archaeology up and running in OR; museum agreement has expired, so that needs work. ID touted their Owyhee modeling project as a great success; agree with NV that best to get boots on the ground up front before making decisions (rather than PAs); conducting a program review in a field office; doing some in-house inventory for the fire program; IM on training and KRC modules. CA described the struggle with vacant positions in management and archaeology; have 3 new monuments; state requirements regarding reburial of artifacts; working on a thematic context for mining; Sands of War video shown on over 200 PBS stations. CO described their biannual meeting and outreach with 3 Ute Tribes, universities, museums, school districts (camps for kids); acknowledged the Heritage Heroes awards for CO volunteers and employees; agreement with CCPA to do Project Archaeology workshops at conferences; interagency working group on reburials and potential model for culturally unidentifiable pieces. AK is also trying to address staffing issues; conducted 3 manager trainings this year; received a DOI grant to move a collection from a museum. MT filled the tribal coordinator position with Marcia Pablo and she has been visiting with THPOs and tribes in their region (MT, ND, SD); proactive artifact road show; UAV work after fire provided new information about site features.

ACHP Report—Nancy Brown

Nancy acknowledged that a lot of agreements have been signed since December and she is working on more success stories. The Permian Basin story is the newest; all can be found on their website. She discussed the ACHP's e-106 process which provides a form to complete in fulfillment of 800.11e. She reminded everyone that the thresholds in the national programmatic agreement would still apply. Nancy mentioned that they have been several incidents of unanticipated effects or discoveries with no plan or agreement in place. She encouraged BLM to do better with the time frame and accountability.

The 50th anniversary of NHPA is coming up and she is happy to hear our focus switching to Section 110 activities. The act provided a commitment 50 years ago that the federal agencies would have a preservation program. She believes the Preservation Board serves an important function for BLM and without the Board, the national PA might not exist. She encouraged the board to continue working on the changing role of landscapes. The new Planning 2.0 guidance should provide for proactive inventory at the planning stage; she feels BLM needs to commit to planning as a Section 106 undertaking and highlighted the WEMO, Solar PA and DRECP projects as ground-breaking.

Finally, she encouraged BLM to continue to participate in the webinars that she conducts for us; to be sure and send FY16 annual reports to her; consider submitting a nomination for the ACHP Chairman's Award which occurs 3x a year; Nancy has started working $\frac{3}{4}$ time this year; she continues to be our primary contact, especially for policy issues.

Action Item: Ranel will work with Nancy to create an Instruction Memorandum to the field regarding e-106.

Respect & Protect Program – Nate Thomas

The program has been launched and response has been positive. They are having monthly partner meetings and continue to reach out on social media. Also highlighting the videos created by Friends of Cedar Mesa. Ashley Losey has been very involved in the program. The other states asked whether the national agreement through the recreation program could be modified to include this program and cover all states. Emily mentioned that states should look to include this in their BPSS projects for FY18.

Action Item: Ranel and Emily to reach out to the Recreation group and find out if the Respect & Protect program can be incorporated into the national recreation agreement with Tread Lightly. Ask Tread Lightly to send a program package to each DPO.

Day Three

National Policy Teams—Byron Loosle and Emily Palus

The Travel Management team has pulled information from existing guidance and has a draft for review. The Board should expect to review it at the end of the FY. These plans should be considered undertakings for purposes of Section 106. The Mitigation team needs case examples; it is not ready for review yet. Emily mentioned that the Planning team is currently crafting the cultural portion of the Appendix C for the Planning 2.0 Handbook. James Barnes worked on this while he was on detail. Attributes and indicators focus on condition, which works for the natural

resources and wildlife programs, but not always for cultural. Concern was expressed that the Appendix C is a prescribed format of 2 pages that all programs must use. It is felt that some field offices will struggle with the use vs. value designation, since they may be more familiar with the use categories. Several managers expressed concern that the program is being too specific, that the plans should set outcomes but be general; whereas, the implementation plan will be specific. A few members expressed concerns that planning is being considered as an undertaking. It is viewed as an undertaking, but with little potential to effect.

Action Item: Send Travel Management guidance draft and Planning guidance draft to the Preservation Board for review.

8100 Manual Series Revisions—Ranel Capron and Emily Palus

Ranel and Emily described the paradigm shift that WO240 is taking with the 8100 manual series. We want to emphasize compliance with NHPA Section 110 and what the 1050 program should be focused on. Other manuals will highlight compliance with Section 106, ARPA, NAGPRA, collections, etc. We have created an outline for each manual and expect to have a contractor expand on this using existing language written by the DPOs previously. The Board agreed that these changes would be advantageous to the program. One item that was expressed was a need for additional information on how to protect confidential information, especially that conveyed to us by tribes. Intellectual property is a concern for tribal elders and this would be a good topic for future discussions.

Action Item: Send manual drafts to the Board as they are available.

Project Archaeology—Jeanne Moe

Jeanne provided a history on Project Archaeology, including that BLM Director Cy Jamison wanted BLM to be a leader in something and he chose archaeology education. It started with a Utah Task Force who felt that education was the key over the long haul and that a transformation in attitudes was needed. Currently PA has over 15K teachers in 39 states. There are 18 shelter curriculums with 4 more in production. She touted the agreement that BLM Colorado has with the Colorado Council of Professional Archaeologists, where workshops are taught in conjunction with archaeology conferences.

The Board expressed concern that there must be a tie to BLM, by using BLM archaeological sites, data or collections. Also concern that 1050 dollars are going to another Directorate, but no Heritage accomplishments are gained. There must be accountability for the 1050 dollars.

Action Item: Create a wish list of curriculum that Project Archaeology could work on; work with Jeanne on a strategy/vision document for Heritage Education/Project Archaeology. Recommend that WO240 and WO420 set up quarterly strategy meetings.

TRAINING—Anna Rago (by phone) and Kirk Halford

Anna and Kirk expressed that the CAT team would like to have the Board more involved in what they are planning. Currently in process is a GIS course and one on predictive modeling that would teach evaluation on whether the model provides a good product. The Board expressed interest in both of these courses. We need to recognize whether the sample size is adequate and if

the statistics will be reliable. Kirk then facilitated a brainstorming activity with the Board members to highlight the needs they feel are important to the field. These topics will be sent to Anna and she will report on future courses in December.

Standard Position Descriptions—Ranel Capron, Gary Smith, Deb Rawhouser

Deb initiated a meeting in February with personnel from the NOC, as well as Ranel and Gary, to work on standard position descriptions for the 0193 series (archaeologist). Since that time, Ranel and Gary have had weekly conference calls with one classifier at the NOC and have created standard PDs for GS-7 through GS-13 positions. These positions are for archaeologists at a field office, district office or state office. Hosted on the NOC internal website, all states are encouraged to use these standard PDs.

Action Item: Contact the NOC and ask if WO240 should issue an IB instructing the field to use the new standard PDs.

National Transmission Support Team Report—Jane Childress and Signa Larralde

The team briefed the Board regarding Jane's participation on a team developing training for the 6280 manual. She is giving training in Idaho in August. The NTST team believes that a crosswalk between Section 106 and the 6280 would be very useful. In addition, it is important to identify mitigation for National Historic Trails in the NEPA document. Jane also expressed caution about the no trace trails; when there is no archaeological evidence, there is no Section 106 angle/no adverse effect, but mitigation can still occur through NEPA. Signa mentioned that cumulative impacts should be addressed at a larger scale, statewide or trailwide. The NPS has communicated concern over the numbers of large projects going in and the full sum of impacts. A reasonable and good faith effort is necessary and communication with the SHPO and consulting parties is key.

Next Meeting

The next meeting will be December 6-8, 2016, in Washington D.C.