

Bureau of Land Management

Preservation Board Report

December 6-8, 2016

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), Matt Basham (Arizona), Tony Overly (California), Daniel Haas (Colorado)(by phone), John Sullivan (Eastern States), Kirk Halford (Idaho), Gary Smith (Montana), Bryan Hockett (Nevada), Cynthia Herhahn (New Mexico), Angel Dawson (Acting, Oregon), Nathan Thomas (Utah), Kathy Boden (Wyoming)(by phone); Manager Representative: Dennis Teitzel (FM, Glennallen, AK); Specialists: Natalie Clarke (Grand Junction FO, CO), and Tiffany Arend (California Desert FO, CA); Field Committee Liaison, Deborah Rawhouser (ASD, Arizona).

Other Participants

In person: Byron Loosle (Division Chief, Division of Cultural, Paleontological Resources and Tribal Consultation - WO240); Emily Palus (1050 Program Lead/Deputy Division Chief, WO240); Buck Damone (Archaeologist on Detail to WO240); from the Advisory Council on Historic Preservation, Reid Nelson, Tom McCulloch and Nancy Brown (Liaison to the BLM); from the National Conference of State Historic Preservation Officers, Erik Hein; Stephen Fosberg, contractor to WO240. By telephone: Anna Rago (Training Coordinator, National Training Center); Caroline Hall (Department of the Interior); Zane Fulbright (BLM MT); Greg Haverstock (BLM CA).

Day One

Welcome to the New Administration

Kristin Bail, Assistant Director of the Resources and Planning Directorate, provided a warm welcome to the group and offered some updates on Washington Office expectations for the next year and new administration. It is believed that the incoming administration will be focused on efficiencies and effectiveness of policies and processes. In addition, there may be some infrastructure stimulus and we need to be prepared for that emphasis. She encouraged the group to become familiar with key messages from BLM leadership in order to convey to our stakeholders how the BLM mission addresses the new administration's priorities.

WO Updates

Byron Loosle, Division Chief, and Emily Palus, Deputy Division Chief and 1050 Program Lead provided updates on current and future staffing issues and discussed strategies for future policy development. It is expected that the new administration will freeze hiring and we do not know when the WO240 vacancies will be filled. We hope to continue to provide detail opportunities to field staff, giving them an inside look at Washington Office as well as making good use of their energy and expertise. Questions about the need to provide copies of correspondence to and from Tribes and state governments were answered. It is expected that there will be additional review at the Departmental level until leadership positions are filled, so be aware that review times may be lengthy.

Budget

Emily briefed the Board on the budget and that the continuing resolution would expire on Friday. There is an expectation that another continuing resolution will be passed through April. She does not expect to see anything about FY18 budget until February. The 1050 program will continue to emphasize updating Class I overviews in those locations lacking newer resource management plans.

Broadband Standard Treatment

Ranel Capron, Federal Preservation Officer, described the process she participated in working on a standard treatment for broadband projects. This would be the first standard treatment issued by the ACHP. There have been several federal agencies involved. Currently the Department of Homeland Security is taking point as lead federal agency and participants include, Rural Utilities Service, Federal Communications Commission, U.S. Forest Service, Bureau of Indian Affairs, National Park Service and representatives of Department of Defense. Conference calls with State Historic Preservation Officers, Tribal Historic Preservation Officers and other tribal representatives, and the broadband industry occurred earlier this fall. Comments were collected, reviewed and the standard treatment was modified. The recent ACHP Council meeting discussed the standard treatment and the efficiencies it represents. Comments from the Board are welcome. Once the ACHP has issued the guidance, WO will convey it to the field and encourage the use where state protocols may be lacking such direction.

Advisory Council on Historic Preservation

Reid Nelson, Tom McCulloch and Nancy Brown spoke to the Board. Reid expressed appreciation for the vital partnership the ACHP has with the BLM and that Nancy's active involvement in BLM projects has proven beneficial for both agencies. He mentioned that there will be continuity in ACHP leadership for now. The chairman is appointed by the President, but in the past it has taken many months to over a year for a new chairman to be chosen.

The Board was briefed on Valerie Hauser's attendance at all the recent tribal consultation meetings on infrastructure. It was acknowledged that BLM is an agency that has done good tribal work. A set of recommendations on tribal consultation and infrastructure was adopted last week and will be distributed soon.

Tom and Reid discussed how they believe the proactive work of projects like the Desert Renewable Energy Conservation Plan (DRECP) should be a model for preservation and development coming together. They also mentioned the recent decision on Badger Two Medicine and how that was a good conclusion.

Nancy conducted an advanced Section 106 class in Arizona and spent a half day with BLM in Idaho. Three ACHP webinars were provided to 120 people. They will continue to offer this for BLM staff in 2017, if the classes maintain usefulness. She reminded the group about the applicant toolkit that is available on the ACHP website. Reid also mentioned that when ACHP sends information out, to please forward on to industry. Finally, their staff monitors proposed legislation, so if we are interested in what the ACHP thinks about a bill, contact Nancy and she can find out from their Office of Preservation Initiatives.

National Conference of State Historic Preservation Officers

Erik Hein, Executive Director, indicated that the reauthorization of the Historic Preservation Fund is a high priority. The HPF expired the end of September 2015. This year it is part of the National Park Service's Centennial Bill and is being voted on today in the House. He also mentioned turnover in state programs as an issue, as well as the lateness of funding, the harder time the states have to come up with match funding. Their annual meeting will be in March. Mark Wolfe, SHPO from Texas, will be the SHPO representative to the ACHP. Erik acknowledged that western SHPOs are ahead of eastern SHPOs in data management and a lot of that credit goes to BLM's funding support and partnership efforts.

DOI Federal Preservation Officer

Caroline Henry, DOI FPO, spoke to the group. She is organizationally under the office of management and budget and provides support to the Fish, Wildlife & Parks group. She is a voice for other DOI bureaus with FPOs not located in DC or without robust preservation programs. Currently she is working with ACHP on broadband, the NHPA 50th anniversary report, legislative review and most high profile projects. Caroline convenes a monthly meeting/call with the DOI bureau's FPOs to discuss issues of concern to all. For example, the November meeting was about Section 304 and confidentiality. If there are issues from the field that might affect other bureaus, she encouraged the group to forward those to Ranel for discussion at the monthly meeting.

Day Two

National Heritage Data Solution Pilot

Kirk Halford, Deputy Preservation Officer in Idaho, provided a talk to the Board and other staff from Washington Office. As the BLM implements landscape undertakings (e.g., energy, sage-grouse, travel management planning, fire-fuels projects, etc.), and associated analyses and project implementation, a shift from a site specific focus to landscape-level questions will be required to fulfill Section 106 responsibilities and concomitant resource and public benefits. Undertakings and assessments, such as the DRECP, which covers 22.5 million acres in California and Nevada, and the Greater Sage Grouse multi-agency planning effort, that encompasses over 165 million acres within eleven western states, require data that are standardized and comparable to allow appropriate analyses for planning. He discussed the use and expected development of a corporate level cultural resources GIS for planning and compliance to facilitate and create data standardization across state boundaries. Kirk will be contacting western SHPOs in the next six months to discuss data transfers.

Resource Mitigation Framework

Tony Overly, Deputy Preservation Officer in California, reviewed the Desert Renewable Energy Conservation Plan Programmatic Agreement (PA) that streamlines Section 106 review under the National Historic Preservation Act for utility scale renewable energy power production on land administered by the BLM in southern California. The PA was the subject of extensive public outreach to approximately 350 parties, including more than 40 Tribes, industry, the State Historic Preservation Officer (SHPO), the Advisory Council on Historic Preservation (ACHP), state agencies, and local governments. The PA represents a successfully negotiated approach that expedites the approval process by clarifying siting constraints during project feasibility review. The PA also aids infrastructure development by providing a transparent and accountable

mitigation process for cumulative and indirect effects in an environmentally sensitive manner that is consistent and predictable for project investors.

Field Trip to National Archives II

Emily Palus led the group on a trip to the National Archives in College Park, where they reviewed files associated with the Antiquities Act and scientific research permits.

Day Three

Web Redesign Discussion

The Board expressed concern regarding the new website redesign. Typical information such as the state protocols, permit and stipulation information, programmatic agreements and annual reports are no longer on the website or are difficult to find. The NEPA/NHPA statement and tie to e-Planning is now missing. This is required in the national Programmatic Agreement, so is an important issue now. WO240 encouraged the states to try and work within their own state to get their information back up.

8100 Manual Series Revisions

Stephen Fosberg reviewed the manuals that he has been working on (under contract) and asked the Board to provide feedback to him. The Board mentioned that the emphasis should be on overall program management and not just Section 106 compliance. Discussion ensued on cultural resource project plans and how that was different from an ACEC plan. Interest was expressed in having the 8120 walk the archaeologist through how to develop an analysis of the management situation, goals and objectives.

Training Strategies

Anna Rago, National Training Center, and Greg Haverstock, Bishop FO, told that Board that information regarding a new ARPA course would be coming out. The Board expressed interest in an advanced ARPA course as well. Discussion about training on the 1780 followed. Common messages and talking points are needed, as well as an explanation of the difference between 8120 and 1780. WO240 and NTC will discuss this further, but encouraged the DPOs to create their own presentation in the interim.

Miscellaneous/Close-out

The Board decided to reinstate conference calls in March and September to review items that need to be discussed in a more timely fashion. Ranel Capron expressed thanks to John MacDonald and George MacDonell, management representatives who have left the Board as of this meeting. A memo for new representatives will come out in early spring. The next meeting will be June 6-8, 2017, in Oregon, specific location to be determined.