

**Bureau of Land Management Preservation Board Meeting  
Grand Junction, Colorado  
Spring Hill Suites, Main Street Conference Room  
June 2-4, 2015**

**In Attendance:**

Acting FPO: Zane Fulbright

DPO's: Dan Haas (CO), Tony Overly (CA), Nate Thomas (UT), Bryan Hockett (NV), Bob King (AK), Gary Smith (MT), Stan McDonald (OR), Kirk Halford (ID), Ranel Capron (WY)

Field Specialists: Ashley Blythe (Ridgecrest FO)

Managers: John MacDonald (Yuma FM), Mark Spencer (Red Rock/Sloan FM), George MacDonell (Carlsbad FM)  
Jerry Cordova (via phone)

**Guests:** Joe Meyer (NW Colorado DM), Bill Hedman (CRDP Coordinator), Byron Loosle (WO-240 DC), Michelle Capp (Grand Junction AFM)

Kate Winthrop (WO240), Anna Rago (NTC), Nancy Brown (ACHP) called in for portions of the meeting.

**Tuesday, June 2**

Welcome

Northwest District Manager Joe Meyer welcomed us to Grand Junction. Trail-based recreation dominates the issues, so effective travel management is critical.

Colorado SHPO

Deputy SHPO Steve Turner and Project Reviewer Mark Tobias called in for CO SHPO Ed Nichols,. They have 15 million objects in their collection; 13 million of them are paper. 200,000 sites are in their database. Their State Historic Fund is their grants program, mostly funding archaeological research. Since 1992 they have funded about \$2.5 million for BLM projects, requiring a 25% match. The fund is financed by limited gaming in three historic towns. SHPO is part of History Colorado; the SHPO staff is 24 of the 130 person staff.

Preservation Board Info/Agenda review

Zane reviewed the agenda and noted one change. He also handed out materials that had been mailed to the two new managers. Included was a list of all National Register properties on public land. Members should review and send corrections to Zane.

WO Updates

Byron Loosle gave an update on WO issues and perspectives. After the Richfield RMP decision we have to revise cultural resource travel policy. We need to be engaged with FIAT, HLI, and Greater Sage Grouse, at the federal and state levels. The FPO position closed; we haven't received a cert yet. Curator position came out as a GS-13; waiting on HR. Tracy Murphy, Zane Fulbright, and Bryan Lausten are in DC on details. Emily Palus is gone until mid-August. Documenting and sharing the history of the BLM is very important at the national level. If you have access to historic BLM photos please send them in.

IM on recodification of NHPA; IM for permit form – we will be looking at updating that; IM for annual data call is in surnaming; paleo rule is out. Proposed DOI paleo regs are in surnaming; 4 agencies are involved. "Night skies" are being treated as a resource: working with recreation and NCL. Museum/collections: DOI is completing revision of 411 DM checklist –expect it in late June. Army COE will do a survey of facilities. No movement on deaccessioning guidance from NPS.

Need to recruit four different field archaeologists for four different writing teams: Planning 2.0, TTM appendix, mitigation manual appendix, manual revisions

Discussion about permits: Colorado is looking at making permits permanent records. Issue is tied to curation and fees.

Planning 2.0

We need to determine what planners need to see when writing plans (from a cultural perspective). We need to draft a cultural resource appendix, with a WO-240 team member as lead, one State Lead, and 1-2 field archaeologists. This needs to be finalized in the next 18 months. The Board will review before it goes final. Recruit the field through an IM, and use PB field reps.

Permits & Cost Recovery/Fees

Kirk led the discussion about the need for permit fees, driven mainly by speculative permit requests, amendments, and expired permits. We have authority under NHPA to collect fees; we should start a process.

Committee: Kirk, Bryan, Bob. Take it to Mike Smith for review.

### 50 Year Rule

How do we manage sites that are 50-100 years old, particularly historic trash scatters? The Board determined there is a need to draft an issue paper highlighting the complexities of documentation, cost, and management of historic scatters and the more modern mass material culture. The paper will be addressed to NCSHPO and SAA. Zane will gather examples from protocols on site types excluded from recording.

### Round Robin

Ranel Capron (WY): It's good for detailers from the field to see what happens at SO. Working on protocol appendices; transmission lines should have PA and RODs in next 6 months. It would be beneficial to keep transmission team archaeologists tied to projects beyond signing the agreement documents.

Kirk Halford (ID): Conducting a land exchange with the State; we are getting more than giving up. State is gaining access, BLM is gaining wilderness inholdings. We are conducting a 3-year modeling plan, with 10% sample of high probability and a 25% total inventory. Led to receiving concurrence from SHPO to No Adverse Effect. The Protocol is working well. Given more professional discretion. Coopers Ferry Site – going on 6<sup>th</sup> year on the Salmon River; paleoindian site dates coequal with Clovis.

George MacDonell (NM) – Cynthia Herhahn selected as state lead. Training for cultural resource staff on state protocol; meeting with consultants; SHPO consultation required for downgrading site eligibility. Chaco issues nothing to report. Extending Permian Basin PA for another 10 years.

John MacDonald (AZ): He comes from the Oil & Gas program; cultural has been mystery.

Zane Fulbright: 9<sup>th</sup> circuit decision on TTM in the Upper Missouri River Breaks National Monument. They have been doing inventory for 2 years; 2<sup>nd</sup> field season; 60 sites in 200 miles of roads; not evaluating them yet. BLM is working with SHPO and will review the findings when the entire inventory is complete.

Stan McDonald (OR): Retiring this month. Prineville District restored RR tracks along Deschutes River – 2K people rafting per day. Medford restoration on historic ranch property with a museum in it. Zane Grey cabin – working on updating NR nomination. Paisley 5 mile caves. Dates back to 14,500. Spokane District – 3 tribes sponsor Root Day. SD has been meeting with Districts for last year and also sets up meeting with tribes. Signed protocol on Jan 23<sup>rd</sup>. More flexibility on making eligibility decisions. Strategies have been identified on inventory in dense forest and coastland.

Gary Smith (MT): Signed Protocol in early February; did training in April. About 70% of undertakings are done by 2-3 offices. Remaining offices are seeing decrease in S106 activities. Big challenges in North Dakota concern pipelines that cross the Missouri River. Two are upstream from Fort Berthold Reservation where they get their water. They are concerned that pipeline will spill and pollute their water. WY and MT are working with the DOI's Collaborative Action and Dispute Resolution (CADR) staff on issues that may impair our ability to effectively consult with tribes. This initial effort is focused on consulting with tribes in eastern MT, ND and WY. Mark Sant for the last several years has worked with some Crow elders from Pryor to reacquaint the elders with sites important in their history. As a result, BLM has taken them to several places where they are unable to get to any longer, due to health and transportation reasons. BLM is continuing to work on an ethnographic assessment in conjunction with the Northern Cheyenne Tribe. Chief Dull Knife College is leading the project for the NCT with field work continuing this summer. HiLine District had a prescribed burn and then drone flew over identified stone features and bison kill site called the Henry Smith sites. The photographic images captured by the drone indicate extensive rock features including effigies associated with the procurement of bison. Marcia Pablo was selected to replace Mark Sant as the BLM's tribal liaison/coordinator. She was the THPO for the Confederated Salish and Kootenai tribes and also worked as a Forest Service archaeologist.

Bob King (AK): With Robin Mills (Eastern Interior FO archaeologist) being on the Preservation Board, and Bill Hedman (Central Yukon FO archaeologist) attending the meeting as the new BLM National Data representative, a full 50% of BLM-AK's FO 4 archs were here at the meeting. Mills and Hedman also temporarily serve the needs of the Arctic FO that has been without a permanent BLM archaeologist for two years this coming December. Also notable, the National Petroleum Reserve-Alaska managed by the Arctic FO, and the largest single block of BLM land in the USA (over 22 million acres), is being segregated from the Fairbanks District, so will now report directly to the state office. Also, BLM-AK continues to address heavy NAGPRA workload in handling legacy museum collections. Recent work has also included meeting some of the final requirements of the 2007 PA for the Trans-Alaska Pipeline withdrawal renewal.

Bryan Hockett (NV): Chris Cook (formerly of the Board) is now his supervisor as the new branch chief. Protocol signed last December. Three webinar trainings for managers. Nevada SLT protocol training next week. Multi-agency pinon juniper team to address issues between tribes and the sage grouse proposals. Spirit Cave – 18<sup>th</sup> year – BLM may make a final decision regarding DNA testing. Public outreach – Project Archaeology in Ely District in July. Lovelock Cave Days. Land sales for Lincoln County garners \$1 million in grants every year. Southern NV has something similar. Biggest challenge – inexperienced managers and archaeologists where the scale and scope of projects can be beyond their experience. People applying for federal jobs may have experience but not in big projects.

Nate Thomas (UT): Tread Lightly campaign is still proceeding. 1<sup>st</sup> stakeholder meeting last week had a great turnout. Overarching theme: Site stewardship, what kind of legacy will you leave? Project Archaeology has taken off – Sam Kirkley – doing 4 teacher workshops this year. 25<sup>th</sup> Anniversary on Saturday. S2RB provided funds for a shelter investigation. 2 other archs will come into the SO; lost the term curator; will have 2 GS11. Vernal office lost 5 archs, 1 stayed. Recapture Canyon case: they went in before and after and did a damage assessment. They did the event on an illegally constructed trail. Not talking about adverse effects, but archaeological damage. Prosecuted on conspiracy.

Tony Overly (CA): NEPA log is working well; have NHPA status online. Consulting parties meetings every 3 weeks. Maxing our partners' ability to participate. Ashley Blythe: must have signatures on WEMO PA by September.

Dan Haas (CO): CO2 Development in Canyons of the Ancients – working on a PA. Funds to get landscape inventories done. Trying to develop streamlining measures on the monument. Commitment by Kinder Morgan to pay for this ahead of their development. Taking into account landscape in the analysis for the development.

CRDP/AK User Interface/Data sharing. The CRDP team met last week in Salt Lake City; Bill Hedman provided an update on their meeting and the web-based tools Alaska is using. This was their first meeting since 2011. Primary goal: consistency in data. Other goals: Support state partners as primary keepers of the data, and promote best practices in protection, management, and sharing of data. Next steps: implement web-based GIS applications (already online in AK and UT). Get MT, AZ, NV, and CA online this summer.

### **Wednesday, June 3**

#### Regional Mitigation

Byron and Kate (by phone) discussed regional mitigation and the need for a cultural resource appendix in the mitigation handbook. Mitigation should last as long as the impacts of the project.

**Action:** Task group to draft appendix. Kate Winthrop (lead), Tony Overly, Robin Mills

#### DOI Tribal Consultation and Sacred Sites Policy and Tribal Consultation Manual

Jerry Cordova called in. Director's memo to managers re: their responsibility for tribal consultation per the 1780 manual is still in review in WO-100 (signed May 27, but sent out after PB meeting). The handbook still needs lands & realty sections. The manual will be sent out to tribes before it's released, and before WO-100 review. This is not G2G consultation. Gary, Kirk, and Tony will review the IM for 1780 manual review. ELT needs to be prepped.

Sacred sites workgroup activity; target date for signing by all the Secretaries is November, in time for President's meeting with tribal leaders.

#### BLM 8100 Manual Series Revisions

Kate Winthrop is the lead for the 8100 manual series revisions. A few changes affecting the revision include the adoption of the "landscape" approach to resource management. Also we need to be focusing on the resource value rather than the resource use.

We also have Planning 2.0 and that's changing the way we look at planning. With the recodification of NHPA we need to edit those references.

Kate recommended to the board that the manuals come out close together as a unit for better coordination.

Assisting Kate with the manuals are:

8100: Kirk      8110: Nate      8130: Dan      8140: Bob

An IM will be sent to the field requesting support to assist Kate and the designated PB member.

#### Comprehensive Travel & Transportation Management (T&TM) Planning

Natalie Clark and Alissa Leavitt-Reynolds from the Grand Junction Field Office led a presentation on their travel management planning efforts, including working with the tribes and interested parties, as well as developing a database for their 4,000 miles of roads and 30,000 segments.

### ACHP Update

Nancy Brown called in. She is actively involved in 23 cases, 3 are travel related (WEMO, UT, Grand Junction). Her goal is to provide 4 webinars to the BLM. We did 2 on Reasonable Good Faith Effort – had 90 participants. Scheduled trainings include: Innovative Mitigation – Wednesday Sept 23rd 1pm eastern; Cultural Landscapes and S106 process – Monday, October 5th, 3pm eastern. Thanks for sending in Annual Reports. Still waiting for reports from 5 states from FY13 and 4 states from FY14. Nancy is available to provide training in the different states. Coordinate with her.

### Education & Training

Bob King gave a history of the education work done by the committee since its origin in the late 1990s as one of the first committees formed after the original 1997 nPA was written. Stan led the discussion, and Anna Rago, CAT team member from NTC called in. It is identified in the nPA that we have a responsibility to provide training. We clarified the role of the CAT to be the lead body for training for the Heritage Program, and voted to terminate the PB Education Committee. Currently the CAT is made up of Bob King and Stan McDonald from the PB, Kate Winthrop and Emily Palus from WO-240, and Zane Fulbright from the field. There is one more field position and we will need a replacement behind Stan from the PB. There is no tribal consultation team. Indian Trust team is Mike Nedd, Jerry Cordova, and James Stockbridge. Paleontology handles training separately. The CAT is separate from the training cadre. Anyone with the appropriate skills can assist in teaching the various classes.

### Colorado Plateau Pilot Project and National Data Standards

The CRDP began working on data standards in 2006. They were presented to the SHPO's in 2007; they still are not adopted. Large projects (REA's) do not have one coordinated system. Kirk is working on a 4-state pilot project in an attempt to move toward one multi-state system. The Colorado Pilot Project is 32,000 square miles, 1/2- 2/3 of which is public land. He issued a Data Standard Report March 30, 2015, which outlines and defines core fields. The Goal: have the database populated by the end of the fiscal year. No data yet from CO or NM. One complication: NOC support. If other priorities arise NOC support gets pulled. We could be looking at a change in workflow so the data doesn't originate with the SHPO's. We would still need to guarantee that all data and data sources remain integrated.

### Preservation Board

Zane led a discussion on the purpose of the PB and the scrutiny it gets at the WO level. We need to be examining the decisions and actions being generated by the Board, and the cost effectiveness of functioning the way we do. December meeting, when in Washington, should include time to engage the rest of WO240/other staffs/ACHP/LWCF to collaborate on topics of mutual interest.

We also need to take advantage of the monthly calls (after discussion schedule changed to 2<sup>nd</sup> Thursday of the month, 3 p.m. EST).

### **Thursday, June 4**

Field Trip, Castle Rocks Travel Management Area

The Grand Junction Field Office staff led a trip to Castle Rock, where they are conducting travel management planning, including conflicts between off road bike trials in areas that are sacred to the Ute tribes. Betsy Chapoose, of the Northern Ute Tribe, joined us for the trip to share her perspective on the values.

Ashley Blythe gave a presentation on the status of the WEMO travel planning efforts, and Nate Thomas gave an update on the Richfield travel planning litigation.

*Next Meeting: Washington, D.C. December 1-3, 2015. Future hosts for the June meeting are Wyoming (2016) and Oregon (2017).*

### **Action Items**

- 1) All: Contact state Public Affairs to find historic BLM photos. Send historic photos to Michael Thomas.
- 2) Zane/Byron: Assign DPO's to different writing teams.
  - Planning 2.0
  - Travel/Transportation
  - Mitigation Manual: Tony Overly
  - 8100 manuals: Kirk H. (8100), Dan H. (8130), Nate T. (8110), Bob K. (8140)
- 3) WO: Draft IM to recruit field archaeologist for Planning 2.0 team, Mitigation team, Travel/Transportation. Vet them through State leads.
  - Mitigation: Robin Mills
  - 8100 Manuals: Robin (8110), Ashley (8100)
- 4) Mark Spencer will check with NV NLCS lead about addressing Historic Trails in mitigation appendix.
- 5) Tony Overly work with Kate Winthrop to establish examples of compensatory mitigation.

- 6) 1780 Manual. Gary, Kirk, and Tony review the IM to send manual out to states for tribal review. IM out and tribal review initiated end of fiscal, with comments back and incorporated end of calendar year.
- 7) 8100 manual revisions. Kate Winthrop lead. State leads get field rep names to Kate.
- 8) FPO: With Anna, capture training on nPA completed by managers since last meeting.
- 9) FPO: With Anna, circulate list of training needs and opportunities to PB members.
- 10) Nate/Ashley: Schedule dates for conference call regarding travel PA's. Coordinate with Nancy Brown.
- 11) DPO's: Coordinate training needs with Nancy Brown/ACHP in home states.
- 12) DPOs: There are still Annual Reports outstanding for FY 13/14. Have 5 and 4 submitted, respectively. Tell Nancy that reports are posted.
- 13) FPO: review nPA to determine what needs to be reported up. Line officer training, travel management efforts/litigation(?).
- 14) nPA Implementation Review per 11.d (p.16). Follow up with Nancy.