

The 2011 Preserve America Progress Report



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I. EXECUTIVE SUMMARY

Section 3(c) of Executive Order 13287 on “Preserve America,” signed by President George W. Bush on March 3, 2003, requires each federal agency with real property management responsibilities to prepare a progress report every 3 years by September 30 on identifying, protecting, and using historic properties in its ownership. The BLM is to make the report available to the Secretary of the Interior and the Advisory Council on Historic Preservation (ACHP).

The ACHP’s April 2011 “Advisory Guidelines Implementing Executive Order 13287, Preserve America” provides a framework for the Bureau of Land Management (BLM) “2011 Preserve America Progress Report.” This report covers fiscal years (FYs) 2008, 2009, and 2010 and emphasizes the BLM’s cultural resource management (CRM) program’s achievements. These include the BLM’s initiative to assess and improve its tribal consultation, especially under cultural resource authorities; the BLM’s initiative to update its national programmatic agreement to improve processes of Section 106 of the National Historic Preservation Act (NHPA); and the BLM’s exemplary tribal, youth project, heritage tourism, and data sharing partnerships.

The BLM manages more than 245 million surface acres of public land and 700 million acres of subsurface mineral estate, more land than any other agency. The BLM has a multiple-use mission to manage the public lands in a manner that protects the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values and provides opportunities for outdoor recreation, while recognizing the nation’s need for domestic sources of minerals, food, timber, and fiber. The BLM’s CRM program is faced with the unique challenge of ensuring identification, protection, and use of historic properties in a manner consistent with the BLM’s multiple-use mandate.

“The 2011 Preserve America Progress Report” provides updated information on BLM activities mentioned within Sections 106 and 110 of the NHPA. Through FY 2010, more than 21 million acres have been surveyed for historic properties (8 percent of BLM land), with an average of 855,387 acres surveyed annually from FY 2008 through FY 2010. The majority of the inventory work is funded by land use applicants and performed by one of the more than 700 consultants permitted by the BLM. In FY 2008, 16,450 projects triggered a literature search at a minimum, and 9,947 projects triggered an intensive Class III field inventory. In FY 2010, this work dropped to 10,840 and 5,831 respectively. Cumulatively, more than 328,000 cultural properties have been

recorded in surveys on BLM-administered surface lands through FY 2010, and more than 4 million sites are estimated to exist.

Between FY 2008 and FY 2010, the BLM determined more than 33,000 cultural properties eligible for the National Register of Historic Places (National Register). During the same period, the BLM added 12 National Register registrations, containing 302 individual contributing properties, and also added one national historic landmark. In FY 2010, the BLM placed 471 more properties under some form of protection than in FY 2007. From FY 2008 through FY 2010, there were 1,032 new signs, 309 new gates or fencing, 851 stabilization actions, and 969 maintenance activities completed. An additional 2,468 properties were assigned some form of administrative protection, such as closure, withdrawal from mineral leasing, or designation as an area of critical environmental

concern. The BLM continues to educate American children, families, and teachers about their rich heritage resources through the heritage education program. The program reached 64,000 individuals per year from FY 2008 through FY 2010. The BLM also actively investigates violations of the Archaeological Resources Protection Act (ARPA) and Native American Graves Protection and Repatriation Act (NAGPRA).

From FY 2008 through FY 2010, the BLM engaged in an extensive outreach to tribes to enhance tribal consultation efforts, especially under cultural resources authorities, and advance government-to-government relationships. Through partnerships, the BLM advanced youth stewardship and engagement in resource protection, strengthened BLM-tribe relationships, improved cultural resources data management, and furthered heritage tourism opportunities.



II. BACKGROUND

Section 3(b) of Executive Order 13287 on “Preserve America,” signed by President George W. Bush on March 3, 2003, directed federal agencies with real property management responsibilities to review their regulations, policies, and procedures for compliance with Sections 110 and 111 of the NHPA and to make the results of the review available to the secretary of the agency and the ACHP by September 30, 2004. Section 3(c) of the executive order requires that each agency prepare a progress report on identifying, protecting, and using their historic properties by September 30, 2005, and every third year thereafter, and make the report available to the ACHP and the secretary of the agency. The ACHP then prepares a report on the state of the federal government’s historic properties and their contribution to local economic development and will submit their next report to the President in February 2012.

In the BLM’s initial September 2004 report, the BLM described its multiple-use mandate and the vast expanse of public land it administers; the number, diversity, and condition of the cultural resources it manages, including museum collections in internal and nonfederal repositories; the regulations, policies, and procedures under which it manages its cultural resources, including the national programmatic agreement and state-specific protocols under which the BLM complies with NHPA Section 106 responsibilities; the challenges confronting the agency in managing its cultural resources and the extraordinary ways in which the BLM meets these challenges; the sources of internal and external funds the BLM applies to protect, study, and use its resources; and the heritage tourism opportunities and economic benefits that the BLM’s cultural resources provide.

The BLM’s September 2005 progress report expanded on the BLM’s public outreach, education, tourism, and other partnership activities and updated the BLM’s progress in meeting the intent of the executive order. The report also described updates to the BLM comprehensive 8100 manual series and BLM Handbook H-8120-1 Guidelines for Conducting Tribal Consultation, and discussed the new website celebrating the 100th anniversary of the Antiquities Act of 1906. The BLM’s September 2008 progress report provided updates on previously reported activities; expanded on the Department of the Interior (DOI) and the BLM missions and strategic plan; and described the BLM Operating Plan, the CRM program’s performance measures, appropriated funding levels and other major programs and sources of support, and heritage assets and their placement within the DOI and the BLM Asset Management Plans. The 2008 report also

elaborated on the museum collection management program, including significant advancements in collections management between FY 2005 and FY 2007.

The September 2011 progress report provides updates on the BLM's organizational changes and outlines

FY 2008 through FY 2010 performance measures, budget, and NHPA Section 110 activities and heritage education efforts. This report also describes the BLM's tribal consultation outreach and oil and gas leasing reform initiatives; highlights success stories; and provides numerous examples of exemplary tribal, youth, and heritage tourism partnerships.





III. OVERVIEW OF THE CULTURAL RESOURCE MANAGEMENT PROGRAM

The DOI Mission and Strategic Plan

Mission: The DOI protects and manages the nation's natural resources and cultural heritage; provides scientific and other information about those resources; and honors its trust responsibilities or special commitments to American Indians, Alaska Natives, and affiliated island communities.

In the United States Department of the Interior Strategic Plan for Fiscal Years 2011-2016, five mission areas provide the department's overarching stewardship responsibilities and define its long-term areas of focus (DOI 2011). The combined mission areas contain 23 goals, including five primary goals. Each goal has one or more strategies that define how the department plans to accomplish it. These mission areas are:

- Provide natural and cultural resource protection and experiences.
- Sustainably manage energy, water, and natural resources.
- Advance government-to-government relationships with Indian nations and honor commitments to insular areas.
- Provide a scientific foundation for decisionmaking.
- Build a 21st century Department of the Interior.

The BLM Mission

It is the mission of the BLM to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations. The BLM mission supports the DOI mission and 2011-2016 strategic plan, in particular mission areas 1 and 2. The BLM manages and conserves resources for multiple use and sustained yield on more than 245 million acres of public land, or 42 percent of the land managed by the federal government. The BLM's multiple-use mandate under the Federal Land Policy and Management Act (FLPMA) includes responsibility for renewable and conventional energy and mineral development, forestry management, timber and biomass production, wild horse and burro management, domestic livestock grazing, and recreation and resource protection at sites of natural, scenic, scientific, and historical value, including the National Landscape Conservation System (NLCS). The BLM, including the CRM program, receives program-specific appropriated funding to carry out these responsibilities.

The CRM Program

The BLM's CRM program aligns with the DOI strategic plan's mission area 1, which is to provide natural and cultural resource protection and experiences (DOI 2011). The program is responsible for the large, diverse, culturally significant, and scientifically important aggregation of world-renowned archaeological sites, historic structures, paleontological localities, national scenic and historic trails, and wild and scenic rivers on public lands, as well as the associated museum collections, records, and geospatial data. The long-term goals of the program focus on inventorying, stabilizing, protecting, and monitoring these resources. The program also supports the DOI strategic plan's mission area 2, which is to sustainably manage energy, water, and natural resources (DOI 2011), by managed compliance with Section 106 and related National Environmental Policy Act (NEPA) compliance for land-use actions on the public lands that may affect historic properties.

The BLM Washington Office staff administers the CRM program through oversight and policy. The BLM Director is the senior policy official under the "Preserve America" executive order. The Director established the BLM Preservation Board in 1997 to provide policy and procedural advice to the BLM. The board is chaired by the BLM federal preservation officer, who works within the Directorate of Renewable Resources and Planning (AD-200) in the Division of Cultural, Paleontological Resources, and Tribal Consultation (WO-240). Deputy preservation officers in each of the 12 BLM state offices are ex officio members of the board, and four field office managers and two field specialists serve term appointments. The board meets twice a year and publishes its meeting reports on the Internet. The BLM's state directors direct implementation of the CRM program and establish priorities for each of 12 state offices. The BLM's managers make land

management decisions and ensure the CRM program meets legal and professional standards for the more than 140 district and field offices.

In 2009, President Barack Obama signed into law the Omnibus Public Land Management Act of 2009 (Public Law 111-11). The act legislatively established the BLM's NLCS which was created administratively by Secretary of the Interior Bruce Babbitt in 2000. The NLCS provides a framework for managing the BLM's specially designated conservation areas as part of the BLM's multiple-use mission. The mission of the NLCS is to conserve, protect, and restore nationally significant landscapes that are recognized for their outstanding cultural, ecological, and scientific values. The NLCS includes almost 27 million acres and 900 individual national monuments, national conservation areas, wilderness areas, wild and scenic rivers, national scenic and historic trails, and portions of the California Desert Conservation Area. Congress also authorized creation of a specific budget line for national monuments, national conservation areas, and other congressional designations. Previously, these areas were funded by BLM programs, such as CRM, wildlife, and recreation. The NLCS and Community Partnerships Directorate (WO-170) has two branches, NLCS (WO-171) and Education, Interpretation, and Partnerships (WO-172).

The BLM is held accountable for performance on the DOI mission areas, which are supported by related end outcome goals that guide a collection of related programs and services. Each goal is supported by quantitative performance measures—intermediate outcome goals and performance targets. The BLM Operating Plan aligns program performance goals and measures with these mission areas and links field operations to local-level program elements (BLM 2007). Results are rolled up to departmental goals.

The DOI and the BLM Performance Measures

Since this report covers FY 2008 through FY 2010, the CRM program's performance measures are compared to the performance goals and measures contained in the DOI GPRA Strategic Plan Fiscal Year 2007-2012. One mission goal from the plan is to "protect the nation's natural, cultural, and heritage resources" (DOI 2007c). For this particular mission goal, the end outcome goal that coincides with the CRM program is "protect cultural and natural heritage resources." The CRM program measured its end outcome performance against the measures of this end outcome goal, which include:

- Percent of archaeological resources in the DOI inventory in good condition

- Percent of historic structures in the DOI inventory in good condition
- Percent of collections in the DOI inventory in good condition

Archaeological Sites. Performance measure goal templates that support the DOI strategic plan define archaeological site as "a location where human activities once took place and left some form of material evidence behind" (DOI 2007a). Performance measure templates define good condition for this measure as "a site that is intact, structurally sound, stable, and maintains its character and material" (DOI 2007a). Table 1 presents the performance data for the last 3 fiscal years.

Table 1. Archaeological Sites Performance Data

Mission goal. Resource protection: protect the nation's natural, cultural, and heritage resources.

End outcome goal. Protect cultural and natural heritage resources.

End outcome performance measure. Percent of archaeological sites in the DOI inventory in good condition

	2008	2009	2010
Number of archaeological sites (total number of known sites meeting good condition at the end of the reporting period/total number of known sites from the beginning of the reporting period)	47,537/ 57,273	48,980/ 58,837	52,620/ 62,987
Percentage in good condition	83%	83%	84%
Annual goal	83%	83%	84%
Goal met?	Yes	Yes	Yes

This performance measure was developed by dividing the total number of sites being monitored that are stable, and thus considered to be in good condition at the end of the reporting period, by the total number of sites monitored from the beginning of the reporting period in the BLM's CRM annual report.

Historic Structures. The percentage of historic structures in the BLM's inventory in good condition was a new performance measure in 2007. The DOI defines historic structure as "a building or other structure that is listed or eligible for listing on the National Register of Historic Places, or is located in a registered historic district and certified by the DOI as being historically significant to the district." The DOI has further clarified this category in its performance

measure templates to include historic-era standing buildings or other structures listed on, or eligible for listing on, the National Register, or located in a registered historic district, for which maintenance dollars have been spent (DOI 2007a).

Good condition for historic structures is when the historic structure is "intact, structurally sound, stable, and maintains its character and material," according to DOI performance measure templates (DOI 2007a). Table 2 presents historic structure performance data for FY 2008 through FY 2010. The overall percentage in good condition is directly affected by the number of historic structures added to the inventory that are already in good condition.

Table 2. Historic Structures Performance Data

Mission goal. Resource protection: protect the nation's natural, cultural, and heritage resources.			
End outcome goal. Protect cultural and natural heritage resources			
End outcome performance measure. Percent of historic structures in the DOI inventory in good condition			
	2008	2009	2010
Number of historic structures (number of historic structures in good condition at the end of the reporting period/number of historic structures in DOI inventory from the beginning of the reporting period)	182/362	187/380	192/390
Percentage in good condition	50%	49%	49%
Annual goal	49%	49%	49%
Goal met?	Yes	Yes	Yes

At the outset of 2007, the BLM developed an initial list of historic sites with standing structures on which maintenance dollars were spent, which included 128 named places (not to be confused with the number of standing structures). Out of the original list, 77 places, or 66 percent, were deemed to be in good condition. Since that time, additional historic structures have been added to the inventory, which has had the effect of reducing the overall percentage of structures in good condition.

Museum Collections. Museum collections are defined in the DOI Departmental Manual 411 as “assemblages of objects, works of art, and/or historic documents, representing the fields of archeology, art, ethnography, biology, geology, paleontology, and history, collected according to a rational scheme and maintained so they can be preserved, studied, and interpreted for public benefit.” A collection includes “cataloged and/or uncataloged objects under the control of an administrative unit/location, which may have multiple facilities/spaces that house the collection, and may be managed in bureau or nonbureau facilities” (DOI 1997). BLM museum collections consist of archaeological and historic artifacts, paleontological specimens, and the records associated with these resources. Performance measure goal templates defined the BLM inventory of collections to include only BLM facilities that manage museum collections (DOI 2007a), and only three internal facilities were reported for FY 2008 and FY 2009. However, in FY 2010, the BLM began reporting

all facilities that manage BLM museum collections, both bureau-managed as well as other federal and nonfederal repositories. Good condition for collections is based on whether the museum storage and exhibit facilities housing those collections meet at least 70 percent of applicable DOI standards for environmental and security controls for museum facilities. Adequate environmental and security controls provide a stable and secure environment to preserve museum objects and reduce potential for deterioration or loss.

The BLM inventory of museum collections in FY 2008 and FY 2009 includes the three internal BLM facilities authorized to curate museum collections: the Anasazi Heritage Center in Dolores, Colorado; the Billings Curation Center in Billings, Montana; and the National Historic Oregon Trail Interpretive Center in Baker City, Oregon. All three internal BLM facilities curating museum collections meet at least 70 percent of the applicable departmental standards for museum facilities and are, therefore, rated to be in good condition. At the end of FY 2010, the BLM inventory of collections included the three BLM facilities identified above, as well as three other facilities managed by DOI bureaus and offices and 134 museums and universities. Table 3 presents museum collection performance data for the last 3 fiscal years. The BLM is working to improve the condition of its museum collections by increasing staff expertise and enhancing coordination with nonfederal facilities that manage collections on behalf of the BLM.

Table 3. Museum Collection Data

Mission Goal. Resource protection: protect the nation's natural, cultural, and heritage resources.

End outcome goal. Protect cultural and heritage resources.

End outcome performance measure. Percent of collections in the DOI inventory in good condition

	2008	2009	2010
Number of collections (internal)	3/3	3/3	106/141
Percentage in good condition	100%	100%	75%
Annual goal	100%	100%	100%
Goal met?	Yes	Yes	No*

*Due to the change in reporting from only the BLM internal facilities to reporting all facilities managing BLM collections, performance was affected. This approach is more complete and consistent with departmental reporting standards.





IV. THE BLM BUDGET

The BLM's Emphasis Areas

The BLM ensures multiple use of the public lands by distributing funding across each of the DOI strategic plan mission areas through the development of emphasis areas. In the spring of 2008, the BLM identified six priority areas for the next 3 to 5 years (BLM 2008b). These long-term emphasis areas were:

- **Land Health.** Conduct land resource protection and rehabilitation at the landscape level.
- **National Landscape Conservation System.** Conserve, protect, and restore communities and partnerships; science; and recreation, education, and visitor services.
- **Border Issues.** Ensure public and employee safety and protect natural and cultural resources in the U.S.-Mexico borderlands through law enforcement, communication, mitigation, and coordination with other agencies and nearby communities.
- **Energy Security.** Provide dependable energy for the nation by providing access to public land resources in an environmentally responsible manner.
- **Community Growth.** Redirect funding to high-growth areas, focusing on off-highway vehicle and transportation management and protection of critical wildlife and cultural resources.
- **Nonenergy Commodity Use.** Conserve working landscapes through grazing, timber production, mineral material sales, and other commodity uses.

The emphasis areas are interdisciplinary because of the BLM's multiple-use mandate and are supplemented by annual funding initiatives. The BLM's varied programs, including the CRM program, are funded based on the emphasis areas and multiple-use program funding for projects within the emphasis areas, as well as program priorities. The BLM develops its budget 2 years in advance of the present year and is now developing its budget for 2013.

Cultural Resource Management Program Funding

Appropriated funding is allocated to states through (1) base funds; (2) stable funds for labor and operations for the permanent workforce and basic program structure; and (3) one-time, or flexible, funds for specific projects based on the BLM's emphasis areas and program priorities. BLM state offices submit proposals for one-time funding projects through a database, and projects are selected through established criteria at the headquarters level. The appropriation for CRM

supports proactive management of cultural sites and historic properties, paleontological localities, museum collections and data associated with these resources, and general tribal coordination.

The CRM program also works within all of the BLM's budget emphasis areas because of the NHPA Section 106 compliance requirements. BLM states charge the costs associated with processing cultural and paleontological resource use permits and tribal consultations on specific projects or classes of undertakings to benefiting subactivities. The BLM CRM program's long-term goals are to manage and protect heritage resources; maintain oversight of the

BLM's NHPA Section 106 conformance; and increase recognition and understanding of the resources and the program.

In addition to the funding appropriated to the CRM program by Congress, the program also receives funding from outside sources and other BLM programs, including the BLM Division of Decision Support, Planning, and NEPA (WO-210), the challenge cost share (CCS) program, and deferred maintenance program. The CCS partners and volunteers aid the CRM program's appropriation with in-kind contributions of upwards of \$4-6 million annually.

Table 4. Appropriated Funding Levels for the Cultural Resource Management Program for Fiscal Years 2008, 2009, and 2010

Fiscal Year	2008	2009	2010
Enacted Budget	\$16,120,000	\$15,766,000	\$16,131,000

The BLM's FY 2008 budget request identified the following budget themes: land health restoration, contributing to domestic energy resources, and managing resources (funding, employees, and other assets). The program received \$16.12 million, a decrease of \$500,000 in appropriated funds from FY 2007. The appropriation also included an increase of \$345,000 in CRM funds targeted for NLCS units. Bureau direction was to charge for those costs associated with tribal consultation and for processing cultural and paleontological resource use permits for archaeological contractors engaged in inventory, evaluation, and/or treatment of effects for projects proposed by land use proponents. In addition, states were encouraged to continue emphasizing

priorities such as: (1) stabilizing sites appropriate for heritage tourism, (2) increasing volunteer hours, (3) increasing accessibility of collections, (4) increasing site monitoring, (5) conducting tourism workshops, and (6) tribal partnerships.

The BLM's FY 2009 budget request identified the following budget themes: land health, NLCS, border issues, energy security, and community growth. The appropriation of \$15.77 million was a decrease of \$354,000 from FY 2008. The Omnibus Appropriations Act for FY 2009 reduced CRM funding to the NLCS to FY 2008 levels, but included a one-time increase of \$500,000 to implement the Galisteo Basin Archaeological Sites Protection Act

of 2004. The BLM FY 2009 Annual Work Plan emphasized: (1) inventories in high-sensitivity areas subject to looting and erosion, (2) preparing reports for assistant United States attorneys for multiple grand jury sessions for ARPA and NAGPRA violations, (3) supporting the curation of collections recovered during law enforcement operations, (4) conducting Native American listening sessions on the BLM's tribal consultation policy and process, and (5) revising the BLM national programmatic agreement.

The BLM's FY 2010 budget request identified the following budget themes: creating a new energy frontier, tackling climate impacts, implementing the 21st Century Youth Conservation Corps initiative, and protecting America's treasured landscapes. The appropriation for the CRM program of \$16.13 million restored funding for the NLCS to FY 2009 levels. Congress established two new budget line items in the appropriations for national monuments and national conservation areas of the NLCS. The FY 2010 appropriation also included a general program increase of \$500,000, a fixed cost increase of \$365,000, and an elimination of the Galisteo Basin earmark from the 2009 enacted level. The BLM FY 2010 Annual Work Plan emphasized: (1) inventory in high-sensitivity areas subject to looting and erosion; (2) protecting, inventorying, and monitoring heritage resources on newly designated wilderness lands; (3) preparing reports for assistant U.S. attorneys for grand jury sessions for violations of ARPA and NAGPRA; and (4) implementing the Paleontological Resources Preservation subtitle under the Omnibus Public Land Management Act of 2009.

Division of Decision Support, Planning, and NEPA.

Between FY 2008 and FY 2010, landscape-level studies have been funded by this division at \$150,000,

\$150,000, and \$147,000, respectively. Between three and five projects were supported annually with this funding. These landscape-level studies provide information that will be incorporated into the BLM's next generation of resource management plans to avoid impacts to significant cultural resources, including areas of traditional cultural importance to Indian tribes, and will expedite land use authorizations by identifying areas that are suitable and unsuitable for development. These studies have included research review of existing NHPA Section 106 inventory data, development and testing of predictive models, Native American cultural landscape studies, an ethnographic place names study, comprehensive inventories along historic trails, GIS modeling, and landscape-level overviews of historic sites.

Challenge Cost Share and Cooperative Agreements.

The BLM CCS program leverages funds and works with partners and other external funding sources to enhance the ability/capacity to survey, monitor, and inventory resources; restore land health; support threatened and endangered species management; manage heritage resources; enhance recreation experiences; provide visitor services; conduct public outreach and education; and support emerging partnership opportunities. Congress requires CCS funds to be matched by outside state, local, tribal, private, and/or federal partners on a dollar-for-dollar basis, although partner matches can entail money, materials, equipment, professional expertise, other staff, and/or volunteer contributions. The CCS projects supporting the cultural program include upgrading museum collections; supporting data management; supporting site stewards; conducting proactive inventories, site recordation, and data recovery; site restoration, stabilization, and management; conducting field schools, Project

Archaeology Leadership Academies, national historic trail certification, and ethnographic and landscape studies.

Cooperative agreements are used when the primary purpose is to provide public support or stimulation and enhance public knowledge and appreciation of

the BLM's role in the management of public lands through development or distribution of interpretive and/or educational materials and publications. From FY 2008 through FY 2010, the CRM program received \$1,087,500, \$975,200, and \$1,098,460 in CCS funding, respectively. Table 5 shows the amount funded and the ratio of support.

Table 5. Summary of Challenge Cost Share/Cooperative Management Agreements (FY 2008 – 2010)

Fiscal Year	Number of Projects	Cooperator Input (\$)	BLM Input (\$)	Cooperator: BLM Ratio
2008	59	1,157,006	888,086	1.3:1
2009	88	1,973,726	1,909,100	1:1
2010	56	928,771	1,098,460	0.84:1

Construction and Deferred Maintenance Program.

The deferred maintenance program identifies critical stabilization and rehabilitation needs and prioritizes them for condition assessment and funding. Deferred maintenance projects can involve cultural resources and are prioritized according to DOI budget guidance, which considers health and safety factors, resource protection and compliance, or other deferred maintenance needs. By DOI policy, only historic-era standing properties and maintenance and construction of infrastructure improvements that protect cultural and fossil resources can be prioritized for funding. Between FY 2008 and FY 2010, BLM-Arizona programmed fire protection projects at Empire Ranch and Fairbank Historic Townsite, an erosion control project at Murray Springs Clovis Site, and preservation of Browning Ranch House. The Browning Ranch House preservation project was funded at \$124,000 in 2010. The purpose of the project is to repair and stabilize the structural integrity of the historic Brown

Ranch House in the Muleshoe Ranch Cooperative Management Area.

Other Programs. Benefitting programs pay for NHPA Section 106 staff work and support projects that streamline the compliance work, such as the Cultural Resources Data Sharing Partnership (CRDSP). The CRDSP addresses data sharing, information management, and support under the BLM's national programmatic agreement. The BLM programs that historically support the CRDSP include rangeland management, recreation resource management, oil and gas management, lands and realty management, resource management planning, mining law administration, and wildland fire. The CRDSP is discussed in greater detail in the partnerships section.

Volunteers. From FY 2008 to FY 2010, the BLM's CRM program made outstanding use of volunteers and hosted workers, as Table 6 indicates. Volunteers

donate their time, and in some instances, equipment and money to assist the BLM in a variety of jobs. Donated or hosted workers, on the other hand, are paid by another organization but work for the BLM at no charge. Annually, volunteers donated between 6 and 11 percent of all BLM volunteer hours for the benefit of the CRM program (BLM 2008a, 2009c, 2010c). Volunteers have assisted the BLM in the areas

of stabilization, site patrol and monitoring, detailed recordation, excavation, documentary research, interpretation, exhibit development, data automation, website development, museum cataloging, site mapping, and more. These partnerships augment the appropriation of the CRM program's budget between \$2 and \$3 million annually and supplement the proactive cultural heritage work accomplished.

Table 6. Volunteer Contributions to the Cultural Resource Management Program (FY 2008-2010)

Fiscal Year	Volunteer CRM Hours	Hosted Worker CRM Hours	Total CRM Hours	Total BLM Hours	Estimated Monetary Value	Percentage of Volunteer Program
2008	104,495	4,272	108,767	1,202,257	\$24,345,704	9.0
2009	126,935	2,270	129,205	1,132,936	\$23,621,716	11.4
2010	73,761	2,229	75,990	1,244,782	\$26,588,544	6.1

Other Funding Sources. The BLM actively pursues other sources of funds where available. The Energy Policy Act, enacted on August 8, 2005, requires the BLM and other agencies to improve the efficiency of oil and gas use authorizations on public land. The act designated the following pilot project field offices: Rawlins and Buffalo, Wyoming; Miles City, Montana; Farmington and Carlsbad, New Mexico; Glenwood Springs, Colorado; and Vernal, Utah. Pilot office needs are funded through the special BLM Permit Processing Improvement Fund, which consists of approximately 50 percent of the rentals received from oil and gas leases in states other than Alaska between 2006 and 2015. The CRM program has used funds from pilot offices for additional manpower, digitizing site records

and block surveys of areas that are high priority for development.

Several BLM state offices utilize, directly or indirectly, state government funding to accomplish critical cultural resource work. The BLM-California State Office uses off-highway vehicle "green sticker" funds from the State of California to support the BLM site steward program, and the BLM-Colorado State Office works through nonfederal partners to tap into the State Historical Fund to accomplish a wide range of cultural resource work.

In addition, the BLM applies for grants available to federal agencies, including the Save America's Treasures grants program.

Highlight: Save America's Treasures Grant to BLM-Utah Monticello Field Office

In 2010, the BLM-Utah Monticello Field Office in southeastern Utah contracted for archaeological site assessments and stabilization at six Ancestral Puebloan/Anasazi sites that had been determined at risk due to impacts from a variety of sources, including increased visitation and erosion. The sites included Alkali Ridge Site 13, the Moon House complex of three sites, and two sites in Grand Gulch. Funding for the contract was provided by several private sources including Utah State legislation through Utah State History, the George S. and Dolores Doré Eccles Foundation, White Mesa Inc., and the San Juan Foundation. Matching federal funds were provided by the National Park Service through a 2005 Save America's Treasures program grant of \$225,000.

Site form updates were prepared for each site, and a National Register nomination form was completed for the Moon House complex. Interactive compact discs were developed for the large volume of data, whereby maps, photographs of before and after work, and complete data sheets can readily be accessed. Monitoring plans and recording sheets were also produced for each site. The project has helped preserve six very important sites and established procedures for their long-term management.

Heritage Assets Update

Overview. The BLM reports on heritage assets in compliance with Federal Accounting Standards Advisory Board (FASAB) guidelines. The FASAB defines heritage assets as property, plant, and equipment that is unique for one or more of the following reasons: historical or natural significance; cultural, educational, or artistic (e.g., aesthetic) importance; or significant architectural characteristics.

Heritage assets consist of (1) collection type heritage assets (i.e., objects gathered and maintained for exhibition), such as museum collections, art collections, and library collections; and (2) noncollection-type heritage assets, such as parks, memorials, monuments, and buildings.

Statement of Federal Financial Accounting Standards (SFFAS) 29 "Heritage Assets and Stewardship Land"

reflects the change for classification of information reported for heritage assets and stewardship land provided in SFFAS 8 "Supplementary Stewardship Reporting." The standard reclassifies all heritage assets and stewardship land information as basic information, except for condition information, which is reclassified as required supplementary information (FASAB 2005). Full implementation with heritage asset data as basic information and condition data as required supplemental information began in the 2008 reporting period.

Noncollectible Heritage Assets. For noncollectible heritage assets, the BLM reported on natural heritage assets and cultural heritage assets separately. Cultural heritage asset categories included national historic landmarks, archaeological and historic sites listed on the National Register, and world heritage sites. With the implementation of SFFAS 29, the DOI directed

bureaus and offices to report noncollectible heritage assets as those properties that have been designated by Congress, the President, or the Secretary of the Interior.

The BLM now reports a variety of noncollectible cultural and natural heritage asset types, as shown in Table 7.

Table 7. BLM Noncollectible Heritage Asset Information Reported Per Statement of Federal Financial Accounting Standards No. 29					
Noncollectible Heritage Asset Type	Historic or Natural¹	Designation Type²	2008	2009³	2010³
National Monument	N	P-14, C-2	15	16	16
Conservation Area and National Conservation Area	N	C	13	17	17
Cooperative Management and Protection Area	N	C	1	1	1
National Recreation Area	N	C	1	1	2
Outstanding Natural Area	N	C	3	3	3
Wilderness Area	N	C	190	221	220
National Wild and Scenic River	N	C	38	69	69
Headwaters Forest Reserve	N	C	1	1	1
National Historic Trail	H	C	10	10	11
National Scenic Trail	N	C	3	5	5
National Recreation Trail	N	S	35	35	35
Lake Todatonten Special Management Area	N	C	1	1	1
National Natural Landmark	N	S	42	41	41
National Historic Landmark ⁴	H	S	14	15	15
Fossil Forest Research Natural Area	N	C			1
Notes:					
¹ Indicates if the primary significance of the asset is as a historic [H] or natural [N] resource.					
² Congressional designations are identified by [C], presidential proclamation designations are identified by [P], and secretarial designations are identified by [S].					
³ An increase results from a new designation action or a transfer from a different entity, while a decrease results from a previous designation being revoked, reclassified, or transferred to a different entity.					
⁴ In addition to the national historic landmarks listed above, the BLM manages some portion of the land contained within five national historic landmark districts, but either there are no historic structures on the BLM portion of this land or the historic structures are not owned by the BLM.					

Collectible Assets. The BLM reports museum collections for the collectible heritage assets reporting requirement. In accordance with DOI Financial Statement Preparation Guidance, Appendix K, the BLM reports on the number of federal facilities and nonfederal facilities housing BLM museum collections. The condition of collections is assessed by evaluating

the curatorial facility's level of compliance with DOI standards for museum collections, the same evaluation method used for the Government Performance and Results Act museum collections performance measure. However, for heritage assets reporting, the BLM reports on all facilities holding BLM museum collections, as shown in Table 8.

Table 8. Collectible Heritage Assets Information

Location	2008	2009	2010
Federal Facilities	7	7	6
Nonfederal Facilities	129	134	134

Notes: Increases to the number of facilities resulted from permitted collecting activities and a collection being placed in a new repository, while decreases may have resulted from a collection being transferred from one curatorial facility to another. Either an increase or decrease may result from an administrative correction of records due to research to locate older, legacy collections, and improved reporting of collections. Also, there is a difference of one unit between heritage assets and the Government Performance and Results Act measure due to the late withdrawal of one unit between the performance measure and heritage asset reporting schedule.

The BLM's Asset Management Plan. The BLM prepared an asset management plan (AMP) in March 2008 per Executive Order 13327 "Federal Real Property Asset Management" and an updated AMP in 2009. The AMP serves as a framework to guide asset investment decisions, including those pertaining to operations, preventive maintenance, component renewal, repair, and construction. The plan utilizes two key indices that assess the assets with the highest priority to the BLM mission and the assets that can possibly be disposed of, and the two key indices assess the physical condition of these assets. The two indices are the asset priority index, which assists the manager in assessing the priority or level of importance of constructed assets, and the facility condition index, which is a ratio of cost for needed repairs on an asset divided by the total value of the asset. These indicators assist the BLM in optimizing its annual

and deferred maintenance programs by disposing of unnecessary assets and redirecting funds to those assets that are critical to the mission of the BLM.

Annual condition assessments are conducted each year on all buildings and structures having a current replacement value (CRV) greater than or equal to \$5,000. The BLM has a process for nonheritage assets as well as heritage assets. Heritage assets are valued beyond the cost of their replacement and are generally expected to be preserved indefinitely. The CRV for heritage assets is based on costs associated with using historically accurate construction techniques and materials and takes into account the increased costs associated with historically accurate construction techniques in the numerator and denominator of the facility condition index.

In addition to developing an AMP, the BLM maintains and updates site-specific asset business plans (ABPs) in compliance with the DOI Asset Management Plan, Version 3.0. An ABP covers all aspects of the BLM's real property owned and leased assets inventory. An ABP also provides important evidence that managers are managing DOI assets efficiently and effectively at each site. The BLM will continue to update and maintain a current and accurate inventory of bureau real property in the Office of Management and Budget-sponsored Federal Real Property Profile (FRPP) electronic database. The FRPP includes the historical status of each asset using the following categories: national historic landmark, National Register listed, National Register eligible, noncontributing element of NHL/NRL district, not evaluated, or evaluated and not historic.

Asset Improvement and Maintenance. Historic real property can be improved, maintained, and/or disposed in accordance with the BLM's AMPs and ABPs. Once the BLM makes a decision to invest resources to improve or maintain the assets in order to preserve and protect them, or to enhance the public's ability to appreciate them, those assets may need to be reported to the FRPP. Improvements fall into two categories:

- Improvements that are not part of the asset, such as shelters that cover the historic asset to

protect it from the elements, or trails, roads, and parking lots surrounding the asset to enable visitor viewing. The historic asset is not changed or enhanced in any way and is not reportable to the FRPP. The improvements are reportable as separate assets.

- Improvements that add value to the historic asset and are intrinsically part of that asset, such as replacement of deteriorating parts or stabilization efforts made to prevent further deterioration or to mitigate hazards. These improvements change the status of the historic asset, and it becomes reportable to the FRPP.

Asset Disposal. Disposals require compliance with environmental and cultural resources laws, regulations, and policies. According to DOI policy, all disposal candidates with a historical status of national historic landmark, National Register listed, National Register eligible, or not evaluated should be evaluated against the NHPA Section 106 criteria to ensure consideration of potential adverse effects. The BLM's AMP also states that designation as a national historic landmark or listing on the National Register does not prevent the disposal of the asset but limits the options. Historic assets can be candidates to transfer to other government agencies or local groups that have a vested interest in preserving and restoring the process, and these alternatives are pursued prior to proceeding with the disposal process.



V. THE BLM'S CULTURAL RESOURCE MANAGEMENT PROGRAM STATISTICS UPDATE

Overview

The BLM Washington Office's CRM program annually updates the inventory of cultural resources through its annual reporting process. Data is updated on cultural resource inventory, National Register of Historic Places, physical and administrative protection, mitigation and data recovery, cultural resource use permits, archaeological enforcement, public outreach and education, Native American consultation, museum collections, NAGPRA, partnerships, volunteers, and cooperative management agreements. The fact sheet on accomplishments from FY 2008 to FY 2010 that are relevant to this report can be found in Appendix A.

Inventory

The BLM made significant progress in intensive inventory, with more than 2.5 million acres inventoried, which is greater than 30 percent more than during the FY 2005-2008 "Preserve America" reporting period. The total number of cultural properties recorded was 33,251, about 40 percent more than during the FY 2005-2008 reporting period. The vast majority of inventory continues to be performed by permitted consultants under contract to land use applicants. There were an average of 747 cultural resource use permits in effect between FY 2008 and FY 2010, of which an average of 511 were worked—higher than any year since 1982.

National Register of Historic Places Nominations

During this period, the BLM completed 12 registrations that included 302 individual properties and one national historic landmark. The properties included various types, as shown below:

- **Mining:** Davis Mill, Nevada County, California; Garnet Historic District, Granite County, Montana; Tabasco Mine and Mill, Hinsdale and San Juan Counties, Colorado.
- **Homesteading/Ranching:** Frank Hagadone Homestead, Fergus County, Montana; McIntire Ranch, Conejos County, Colorado; Shirk Ranch, Lake County, Oregon; Walking Box Ranch, Clark County, Nevada.
- **Historic Trails:** Old Spanish Trail boundary increase, Clark County, Nevada.
- **Archaeological Sites:** Barger Gulch archaeological site, Grand County, Colorado; Gypsum Cave, Clark County, Nevada; Nine Mile Canyon multiple property nomination, Carbon, Duchesne, and Uintah Counties, Utah.

- **Aviation/Military:** Lewistown Satellite Airfield Historic District (Boundary Increase III), Petroleum County, Montana.
- **Native American History and Culture:** Wolf Mountains Battlefield (Where Big Crow Walked Back and Forth) National Historic Landmark, Rosebud County, Montana.

In addition to registrations, the BLM partnered with the New Mexico state historic preservation officer (SHPO) on a historic context for New Mexico homesteads and ranches, authored by the former SHPO and available on the New Mexico-BLM website.

Highlight: Nine Mile Canyon Multiple Property Nomination

Nine Mile Canyon, located within a defined canyon environment in eastern Utah, contains more than 800 archaeological sites. These sites are predominantly rock art sites indicative of styles identified elsewhere in the eastern Great Basin, northwestern Great Plains, and northern Colorado Plateau, and they provide evidence of prehistoric human lifeways. The Nine Mile Canyon multiple property nomination was prepared by a partnership with the BLM, Utah SHPO, Nine Mile Canyon Coalition, National Trust for Historic Preservation, Hopi Cultural Preservation Office, Hunt Oil Company, Utah Rock Art Research Association, and Utah Statewide Archaeological Society. The multiple property nomination listed a total of 63 individual properties. Collectively, rock art sites are part of a prehistoric human landscape that included residential sites (single-family dwellings, multifamily dwellings, and small villages), storage sites, burial sites, defensive sites, and special-use sites indicative of daily human activities. The majority of identifiable rock art sites are attributed to farmers and foragers referred to as the Fremont culture who thrived on the northern Colorado Plateau from about A.D. 600 to 1300. The vast majority of empirical chronometric data (tree-ring and radiocarbon dates) indicate a rapid and unprecedented growth in population beginning about A.D. 900 and persisting until the late A.D. 1200s, when farming was abandoned. A new rock art tradition appeared in the centuries after the abandonment of horticulture, one attributed to Numic-speaking hunter-gatherers, whose descendants, the Northern Utes, continue to revere and respect the images on the canyon walls and the ancestors who made them.

Planning

As noted previously, the BLM Division of Decision Support, Planning, and NEPA (WO-210) provided an average of \$150,000 per year for landscape-level studies from FY 2008 through FY 2010. In FY 2008, the division supported a \$50,000 landscape study of Intaglios along the Colorado River in Arizona, a

\$50,000 ethnographic study for the Eagle Lake Field Office in California, and a \$50,000 ethnographic study of Parowan Gap in Utah. In 2009, the division supported a \$25,000 Black River baseline inventory in Alaska; a \$100,000 landscape-level study for Nevada's Stillwater Range; and a \$25,000 landscape-level study for Carlsbad overhangs, rock shelters, and cave study in

New Mexico. In 2010, the division supported a \$40,000 landscape study of Ute wickiups in western Colorado, a \$47,000 wind energy landscape-level overview in Wyoming, and a \$60,000 landscape-level resources study in eastern Washington and the San Juan Islands.

In addition, several BLM states completed updates to their Class I overviews to meet the standard in BLM Manual Section 8130 Planning for Uses of Cultural Resources. Alaska completed three resource management plans (RMPs): Bay RMP, Kobuk-Seward Peninsula RMP, and Ring of Fire RMP. Montana updated seven Class I overviews: Miles City, North Dakota, South Dakota, Malta, Lewistown, Billings, and Missoula Field Offices. New Mexico updated Class I overview sections for the Socorro Field Office with in-house resources. Wyoming completed RMPs for Pinedale, Rawlins, and Kemmerer Field Offices.

Management

The following comparisons reflect changes since the 2008 “Preserve America” progress report (BLM cultural resource management program 2008). As shown in

Appendix A, the average total number of cultural properties that underwent condition monitoring increased about 20 percent from FY 2005-2007 to FY 2008-2010. The percentage of properties under some sort of protection measures fluctuated during the reporting period, but ended about 10 percent higher in FY 2010 than in FY 2007. In the NHPA Section 106 realm, the numbers of undertakings that required a minimum of a literature search rose but then ended significantly lower by 2010. The number of properties for which adverse effects were avoided increased. Also, the number of Section 106-related data recovery projects increased slightly, but the number of sites reported destroyed without mitigation decreased significantly—perhaps a measure of success in site avoidance. Research, measured by the number of non-106 data recovery projects, decreased 30 percent to 43 projects involving 75 properties. The BLM increased enforcement activities related to ARPA, as indicated by a 50 percent increase in ARPA incidents detected, a 70 percent increase in persons arrested, and a 38 percent increase in convictions.

Highlight: Cerberus Action Investigation

The illegal removal and destruction of archaeological and Native American treasures from public lands has become a lucrative business involving a network of looters, expert dealers in stolen property, and opportunistic buyers. In 2006, the BLM, in cooperation with the Federal Bureau of Investigation, launched an investigation, codenamed Cerberus Action, targeting individuals suspected of violating ARPA, NAGPRA, and other federal and tribal property protection statutes in the Four Corners region.

As of September 2010, Cerberus resulted in 28 indictments, 11 individuals convicted on 55 federal felonies and misdemeanors, and recovery of hundreds of thousands of artifacts. The BLM Office of Law Enforcement and Security has worked closely with the cultural program on the case, including on inventory, packing, and transport of artifacts. Artifacts are held in a collections facility that meets law enforcement and museum standards. In addition, recognizing the specific interests of Native American communities in this case and in the disposition of the artifacts, the BLM has led several consultation meetings.

Lead investigator for the BLM, Special Agent Dan Love, and BLM National Curator and NAGPRA Coordinator Emily Palus were honored with 2009 law enforcement awards for their individual efforts. The BLM officers who were part of the Cerberus Action investigation were honored with a 2009 BLM law enforcement group award.

Executive Order 13514, “Federal Leadership in Environmental, Energy, and Economic Performance,” signed by President Barack Obama on October 5, 2009, strengthened requirements for sustainability and emphasized the reduction of greenhouse gas emissions for federal agencies. The BLM Sustainable Buildings Implementation Plan, released January 2010, updates BLM policy on sustainability and includes new

sustainability checklists and spreadsheets to help the BLM progress toward 2015 sustainability goals. The BLM CRM program includes several projects that may be considered as models of sustainable management practices in the broadest sense. These include creative reuse of existing properties, unusual business models, energy efficiencies, and long-term, self-sustaining partnerships.

Highlight: Silver City Mining District

Silver City, Idaho, was established in 1864 after the discovery of gold and silver in the Owyhee Mountains, and by 1866, the town had a population of about 3,000. A century later, Silver City's population had decreased to a handful of permanent residents, and currently no families live there year round. Today, the remaining family residences, stores, businesses, hotel, outbuildings, and other structures in Silver City are owned by 60 individuals and families who have arrested the buildings' deterioration in order to use them as second homes. Although the buildings are privately owned, a majority rest on unpatented mining claims covering public lands administered by the Boise District of the BLM.

In response to concern about sustaining the historic fabric of the Silver City mining district, the BLM, under the authority of FLPMA, sold 70 lots in the historic townsite of Silver City to private individuals with protective covenants developed in consultation with the SHPO and ACHP. Covenants or reservations to the deeds included stipulations for owners to maintain and preserve the exterior integrity and character of the buildings and structures. Covenants were reiterated in a historic preservation ordinance passed by Owyhee County in 1988. Currently, the Silver City zoning ordinance requires approval by the county commissioners upon advice from a design review committee for modification and alteration of and additions to building exteriors, new construction, excavation, and other actions. The BLM works cooperatively with Owyhee County to manage and maintain the area's history. The residents rightly feel that they have preserved Silver City. Many see their family history in the town and have spent a great deal of time and money preserving their homes.

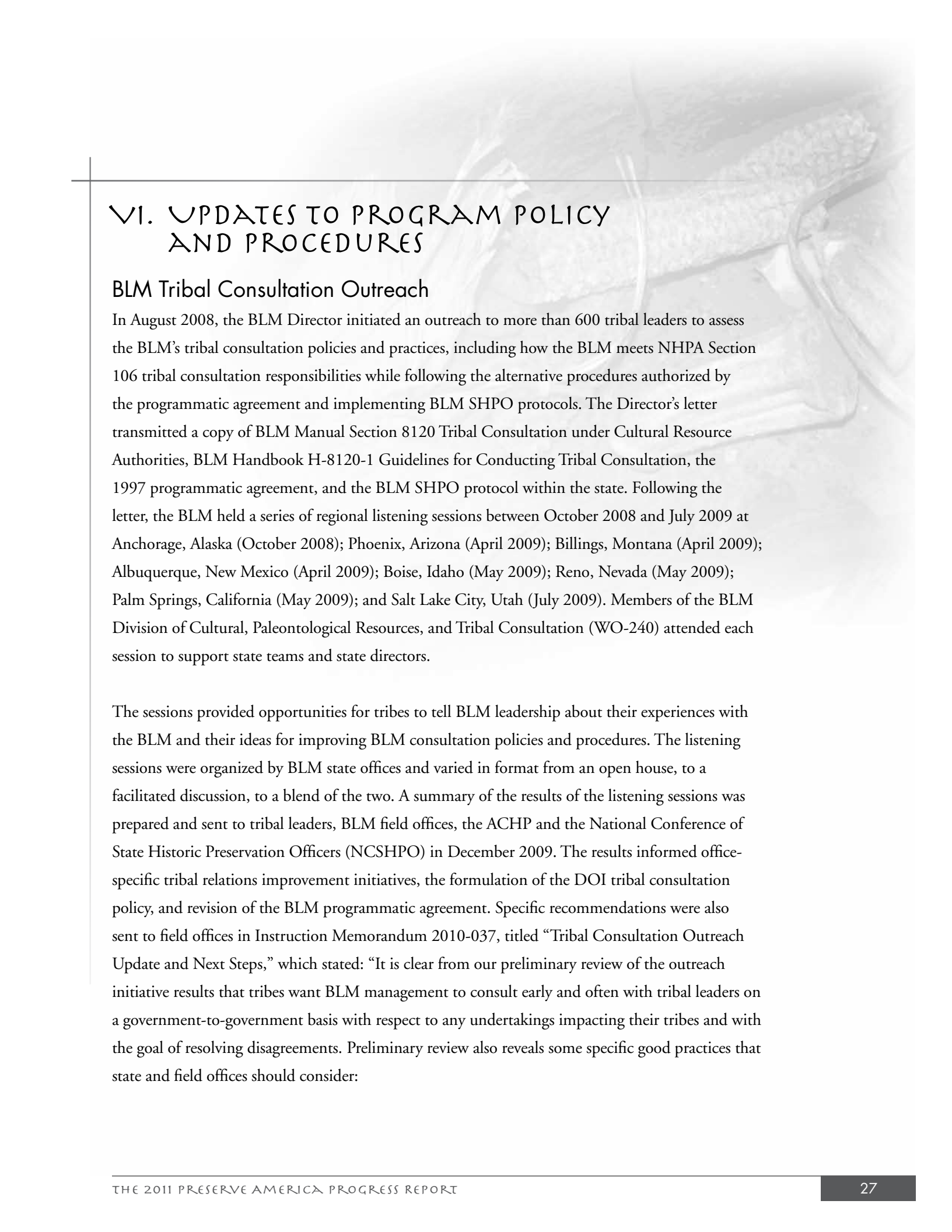
The following is excerpted from the BLM Boise District RMP (1983): Until recently, many historic sites in the Western United States were neglected. In the 1950s, westerners became more interested in their past, and people from other parts of the country started to visit the West in increasing numbers to learn firsthand about the territory's colorful history. They visited ghost towns and other historic sites, and visitation was often uncontrolled resulting in the destruction of many relics of the past. To help prevent the further destruction of historic resources in the upper Jordan City Basin, the 10,240-acre Silver City Historic District was established by the Idaho State Historic Preservation Office. Silver City lies at the center of this District. To the west along Jordan Creek, the 1,600-acre DeLamar Historic District was also established. Although only a skeleton of its former self, enough structures remain in a scenic setting to make Silver City and its surroundings a destination spot for recreationists seeking motorized recreation experience combined with the viewing of historic sites.

Highlight: Permian Basin Mitigation Program, New Mexico

The Permian Basin memorandum of agreement (MOA) signed in May 2008 outlines procedures for mitigating adverse effects to cultural sites and historic properties through innovative research and outreach programs in the BLM Carlsbad and Roswell Field Offices in southeastern New Mexico. The mitigation program is a coordinated effort between the BLM, New Mexico State Historic Preservation Division, New Mexico Oil and Gas Association, New Mexico Archaeological Council, Mescalero Apache Tribe, and ACHP. In addition to the above partners, the Permian Basin MOA working group includes representatives of the archaeological contracting community, the academic archaeological community, independent archaeologists, and the New Mexico State Land Office.

As of April 2011, the MOA has been utilized for roughly 1,484 projects, resulting in more than \$3,250,000 in participant contributions that fund archaeological research in southeastern New Mexico. The MOA has a significant impact on the Carlsbad Field Office cultural resource staff workload and program emphasis: the staff's workload has shifted from reviewing a large number of small repetitive projects to overseeing proactive projects awarded with Permian Basin MOA funding. Several projects funded through the Permian Basin MOA are shown below:

- The Archaeological Inventory of Un-surveyed Areas project was completed by Lone Mountain Archaeological Services. The project inventoried 3,359 acres of BLM land, recording 87 new sites and updating 9 sites.
- The Mescalero Apache Ethnographic Inventory project was completed by TRC. Nine areas of interest to the Mescalero Tribe were identified, and approximately 400 acres were archaeologically inventoried.
- A Permian Basin MOA data comparability workshop was conducted by SWCA Environmental Consultants. Data comparability standards for projects funded through the MOA have been established.
- Archaeological investigations at the Laguna Plata Site, a multicomponent archaeological site located on the margins of a large playa, was completed by TRC. The investigation included a geomorphological assessment that not only contributed information about the formation of the site but also found that much of the site is still intact, despite numerous excavation projects.
- The Boothill site testing project was completed by TRC. This important multicomponent project encompasses a dense organic midden, along with numerous features, and has been identified as a site important to the Mescalero Apache.
- Field work documenting the Burro Tanks Site in the Roswell Field Office has been completed by SWCA Environmental Consultants. Laboratory analysis and reporting is underway.



VI. UPDATES TO PROGRAM POLICY AND PROCEDURES

BLM Tribal Consultation Outreach

In August 2008, the BLM Director initiated an outreach to more than 600 tribal leaders to assess the BLM's tribal consultation policies and practices, including how the BLM meets NHPA Section 106 tribal consultation responsibilities while following the alternative procedures authorized by the programmatic agreement and implementing BLM SHPO protocols. The Director's letter transmitted a copy of BLM Manual Section 8120 Tribal Consultation under Cultural Resource Authorities, BLM Handbook H-8120-1 Guidelines for Conducting Tribal Consultation, the 1997 programmatic agreement, and the BLM SHPO protocol within the state. Following the letter, the BLM held a series of regional listening sessions between October 2008 and July 2009 at Anchorage, Alaska (October 2008); Phoenix, Arizona (April 2009); Billings, Montana (April 2009); Albuquerque, New Mexico (April 2009); Boise, Idaho (May 2009); Reno, Nevada (May 2009); Palm Springs, California (May 2009); and Salt Lake City, Utah (July 2009). Members of the BLM Division of Cultural, Paleontological Resources, and Tribal Consultation (WO-240) attended each session to support state teams and state directors.

The sessions provided opportunities for tribes to tell BLM leadership about their experiences with the BLM and their ideas for improving BLM consultation policies and procedures. The listening sessions were organized by BLM state offices and varied in format from an open house, to a facilitated discussion, to a blend of the two. A summary of the results of the listening sessions was prepared and sent to tribal leaders, BLM field offices, the ACHP and the National Conference of State Historic Preservation Officers (NCSHPO) in December 2009. The results informed office-specific tribal relations improvement initiatives, the formulation of the DOI tribal consultation policy, and revision of the BLM programmatic agreement. Specific recommendations were also sent to field offices in Instruction Memorandum 2010-037, titled "Tribal Consultation Outreach Update and Next Steps," which stated: "It is clear from our preliminary review of the outreach initiative results that tribes want BLM management to consult early and often with tribal leaders on a government-to-government basis with respect to any undertakings impacting their tribes and with the goal of resolving disagreements. Preliminary review also reveals some specific good practices that state and field offices should consider:

- BLM state offices should continue to hold Tribal Listening Sessions.
- Tribes and BLM field offices should collaborate on cultural awareness training to increase understanding and improve communication.
- BLM state offices should establish points of contact for tribes.”

Revision of the BLM Programmatic Agreement

The BLM carries out cultural resources management under multiple authorities, including FLPMA, the NHPA, and the 1997 programmatic agreement among the BLM, ACHP, and NCSHPO. The BLM comprehensive 8100 manual series and BLM Handbook H-8120-1 Guidelines for Conducting Tribal Consultation outlines the BLM CRM program policies and procedures. State-specific operating protocols contain detailed procedures for implementation of the programmatic agreement, including report formats. The following BLM states are authorized to operate under the programmatic agreement at this time: Alaska, Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, and Wyoming. However, the programmatic agreement does not apply to tribal lands, and the BLM follows 36 CFR Part 800 or a tribes’s alternative process for consultation under the NHPA Section 106 on tribal lands. For general consultation with tribes under cultural resource authorities, the BLM follows Manual Section 8120 Tribal Consultation under Cultural Resources Authorities and Handbook H-8120-1. The programmatic agreement also does not apply to BLM lands managed by the BLM Eastern States Office, or Kansas, North Dakota, South Dakota, Oklahoma, Texas, or Washington.

The 1997 programmatic agreement commits signatories to streamline and simplify procedural requirements, reduce paperwork, and emphasize the common goal of planning for and managing historic properties under the BLM’s jurisdiction and control in the public interest. With more than 16,000 literature searches completed in 2008 (more than 13,000 in 2009 and more than 10,000 in 2010) for actions approved, authorized, or undertaken by the BLM, efficiency is vital to the BLM and to the SHPOs in BLM states. The programmatic agreement also establishes a framework for partnership with the SHPOs in fulfillment of NHPA Section 110 and 111 responsibilities, including inventory, data synthesis, public education, and community involvement in preservation, preservation planning, and stewardship.

The programmatic agreement authorizes the BLM to follow efficient state-specific compliance processes for routine undertakings, including the majority of applications for permit to drill. BLM field offices, especially in Wyoming and New Mexico, SHPOs, and applicants all benefit from these efficiencies. In February 2009, the BLM executed a programmatic agreement addendum that established milestones to achieve greater conformity with 36 CFR part 800 and more specificity on tribal consultation. Two subsequent addenda revised the timeline for meeting those milestones.

In December 2009, the BLM distributed a draft programmatic agreement revision strategy to tribal leaders, the ACHP, NCSHPO, and other organizations and published a Federal Register notice of intent for revision. On September 3, 2010, the BLM sent a draft revised programmatic agreement to the ACHP, NCSHPO, individual SHPOs, tribes, all field offices, and any entity that commented on the draft revision that was widely distributed and published in the

Federal Register in December 2009. Subsequently, the BLM Preservation Board, ACHP, NCSHPO, DOI, and DOI Solicitors Office held a multiday discussion of comments and possible responsive revisions in December 2010. The BLM revised the draft and sent it to the ACHP and NCSHPO in fulfillment of its commitments in the programmatic agreement addendum and is determining next steps.

Oil and Gas Leasing Reform

Of all the oil and gas parcels identified for lease nationwide, up to 49 percent have been protested in recent years, and more than half of those had to be withdrawn. By contrast, just greater than 1 percent of the parcels offered in 1998 were protested. In 2010, the BLM focused on the development of new processes that would make oil and gas leasing more predictable, increase certainty for stakeholders including industry, and restore needed balance to the development process. The resulting policy requires its state offices to conduct a more detailed environmental review prior to leasing oil and natural gas resources.

The BLM now engages the public in the development of master leasing plans in areas where a substantial portion of federal lands are unleased, where a moderate or higher potential for oil and gas exists, and where additional analysis or information is needed to address likely resource or cumulative impacts if oil and gas development were to occur. The intent is to fully consider other important natural resource values prior to making a commitment to lease and develop an area.

In addition, the 2010 leasing policy creates a comprehensive parcel review process that takes a site-specific approach to individual lease sales. Each potential lease sale will undergo increased internal and external coordination, public and tribal participation, and interdisciplinary review of available information. The BLM will

ensure RMP conformance and incorporation of national, state, and local BLM guidance, as well as conduct site visits to parcels, when necessary, to supplement or validate existing data. Accordingly, in April 2009, the BLM revised its policies and procedures regarding oil and gas leasing and emphasized that state and field offices will meet the Endangered Species Act (ESA), NHPA, and BLM Handbook H-8120-1 requirements for lease issuance, and will attach, at a minimum, the standard ESA and NHPA lease stipulations to any lease that is offered. Generally, it is anticipated that the information necessary to meet this compliance requirement will have been developed at the land use planning stage, but if state or field offices determine that current information is inadequate to support the decision about whether to lease, the processes for fulfilling the BLM's obligations under the ESA, NHPA, and tribal consultation requirements should be synchronized, tracked, and coordinated with the NEPA compliance process.

- Cultural Resources and Tribal Consultation Stipulation. This lease may be found to contain historic properties and/or resources protected under the National Historic Preservation Act (NHPA), American Indian Religious Freedom Act, Native American Graves Protection and Repatriation Act, Executive Order 13007, or other statutes and executive orders. The BLM will not approve any ground-disturbing activities that may affect any such properties or resources until it completes its obligations (e.g., state historic preservation officer (SHPO) and tribal consultation) under applicable requirements of the NHPA and other authorities. The BLM may require modification to exploration or development proposals to protect such properties, or disapprove any activity that is likely to result in adverse effects that cannot be successfully avoided, minimized, or mitigated.



VII. HERITAGE EDUCATION

The BLM Division of Education, Interpretation, and Partnerships (WO-172) and the NLCS Division (WO-171) comprise the NLCS and Community Partnerships Directorate. Together, they actively support conservation, protection, restoration, and multiple uses of the NLCS and other public lands for present and future generations. They also forge relationships with communities of interest and place, promote sustainable conservation, integrate and apply science and research, promote public awareness, enhance educational opportunities, and build capacity in outreach partnerships and collaboration. The Education, Interpretation, and Partnerships Division provides national heritage education and interpretation guidance, products, and programs and coordinates significant national events and the bureau's volunteer program. State and field offices provide local programs about heritage resources to the public.

Table 9. BLM Public and Professional Outreach and Education

Description	FISCAL YEAR		2008		2009		2010	
	Units	Persons reached	Units	Persons reached	Units	Persons reached	Units	Persons reached
Public presentations (e.g., onsite or offsite meetings, civic groups, fairs, etc.).	1,180		1,030		1,005			
People directly contacted by (or in the audience for) the above presentations.		54,771		75,235		52,065		
K-12 or youth group presentations (onsite or offsite classroom visits, youth groups, science fairs).	327		625		685			
Students directly contacted by (or in the audience for) the above presentations.		9,791		20,995		22,153		
College presentations or field schools hosted.	17		82		116			
College students directly contacted by (or in the audience for) the above presentation.		471		1,126		1,289		
Professional conference presentations and articles published in professional journals.	67		128		125			
Educational or interpretive projects created (curricula or lesson plans, kits, trunks, museum or booth exhibits).	29		51		59			
New Web pages uploaded.	5		26		21			
Updated Web pages.	36		90		40			
Popular media presentations and articles (press releases, magazine articles, radio or TV presentations, newsletters).	69		97		128			
Posters or event calendar units created.	15		27		30			
Totals	1,745	65,033	2,156	97,356	2,209	75,507		

Note: Units are not the same as quantity. For example, one new brochure is 1 unit, but that is not the quantity produced.

National Landscape Conservation System 10th Anniversary

The 10th anniversary of the NLCS in 2010 coincided with the Society for American Archaeology's (SAA's) 75th anniversary celebration. The SAA is the nation's leading professional archaeological and heritage education organization. At the SAA's annual meeting in St. Louis, Missouri, scientists and heritage educators presented results of their research and programs, many of which take place on public lands. This unique opportunity gave the BLM an opportunity to highlight some of their contributions:

- **SAA Poster Session.** An SAA poster session, titled "Science, Challenges, and Conservation: Managing Heritage Resources in the 21st Century on BLM's National Landscape Conservation System" highlighted cultural resource management and research at various units of the NLCS, including the BLM's use of information technology research on Wyoming's national historic trails, and investigations on the Paria Plateau at the Vermilion Cliffs National Monument.
- **SAA Symposium.** The BLM also organized an afternoon-long symposium entitled "Celebrating a Decade of Discovery, Archaeology, Heritage Education, and Outreach on the Bureau of Land Management's National Landscape Conservation System." The symposium included research on New Mexico's El Malpais National Conservation Area, Mesita Blanca Wilderness Study Area, and

Eagle Peak Wilderness Study Area; the challenges of finding and preserving historic trails in southern Idaho and New Mexico; management of sacred landscapes; and the restoration of the Piedras Blancas Light Station in California.

Project Archaeology

Project Archaeology is a joint program between the BLM and Montana State University that has been cultivating a stewardship ethic for cultural resources through educational programming since 1990. In the last 3 years, Project Archaeology has delivered high-quality stewardship education materials and professional development to 1,746 educators. We estimate that these educators in turn reach 37,500 learners in classrooms, museums, and visitor centers within 1 year of their introduction to Project Archaeology.

Project Archaeology heritage education materials introduce youth to historic preservation in the classroom and in informal venues; enliven history learning through investigation of authentic archaeological data; and integrate historic preservation into science, social studies, language arts, and mathematics. Innovative, inquiry-based lessons help youth understand the relationships between humans and the natural world. Lessons expose students to the NHPA and engage them in civic dialogue about historic preservation issues. Learning research shows that students' commitment to stewardship increases significantly from instruction with Project Archaeology materials (see Figures 1 and 2).

Figure 1. Behavior at Archaeological Sites Pre-Instruction Results

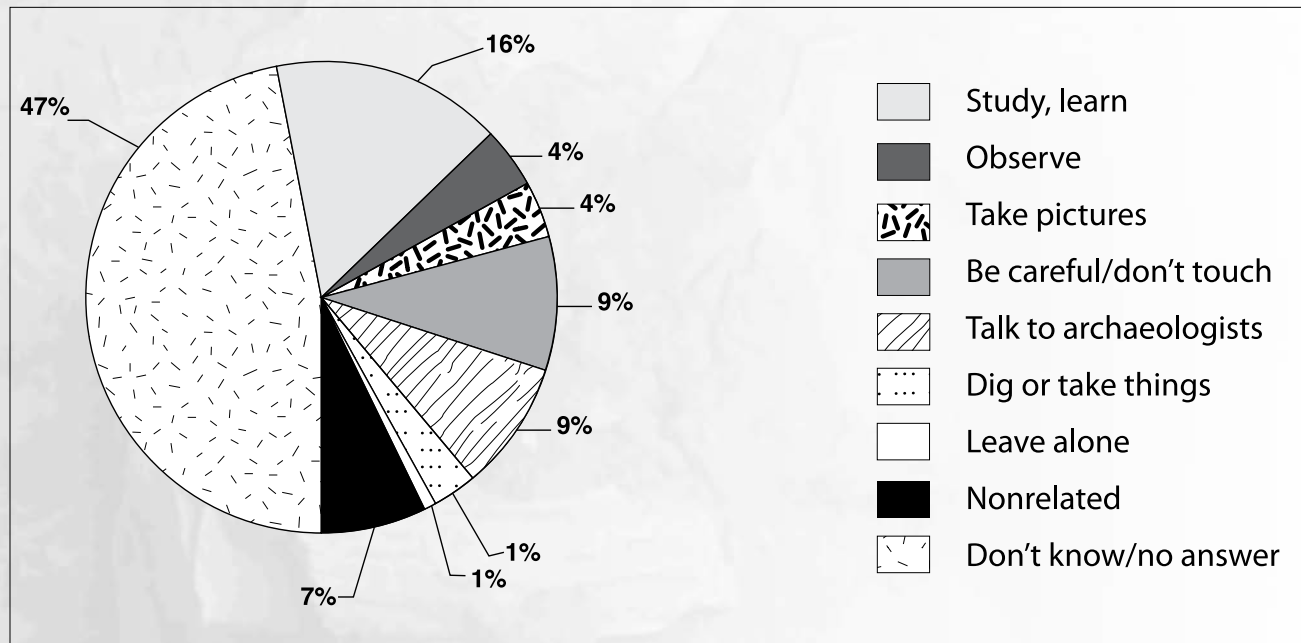
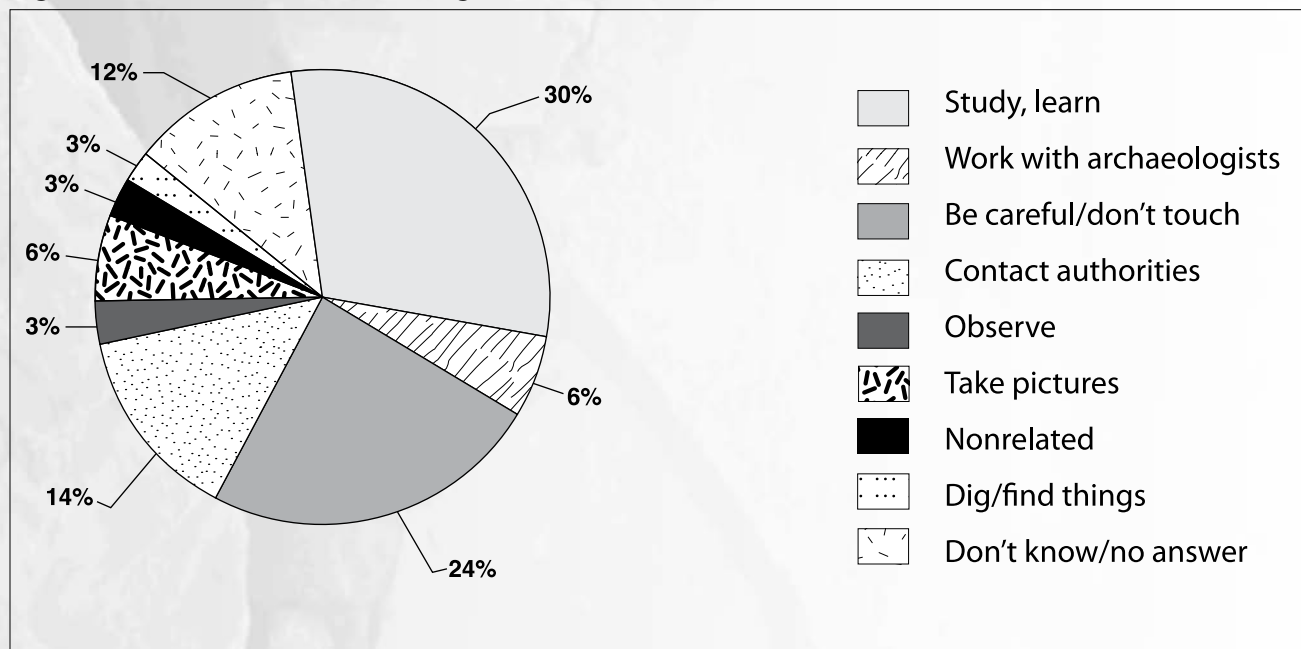


Figure 2. Behavior at Archaeological Sites Post-Instruction Results



Project Archaeology operates through 29 state and regional programs that are built on public-private partnerships at national, state, and local levels. Our state and regional partners provided high-quality heritage education experiences directly to more than 30,000 youth and family learners over the last 3 years. Specific program accomplishments include:

- “Project Archaeology: Investigating Shelter” – This scientific investigation of historic shelters was published in 2009 and includes a database of eight regional investigations.
- Project Archaeology Leadership Academy (2010) – Eighteen educators learned to deliver high-quality stewardship education to their peers.
- Online courses in heritage education – The courses were developed in 2008-2009, and national courses have been offered regularly since January 2010.
- Launching a series of place-based curricula - “Investigating Fort Meade” was completed in 2010. The first draft of “Changing Land, Changing Life: Archaeology of the Apsáalooke Homeland” was created and tested in 2010.
- Archaeological Science for All – National Science Foundation-funded research and planning was completed in 2010 and will implement ways to serve underrepresented audiences with high-quality science education in informal settings using archaeology as a base.
- Archaeology as Culturally Relevant Science Curricula – Research completed in 2009.

Highlight: Project Archaeology: Investigating Shelter

“Project Archaeology: Investigating Shelter,” a book designed for grades 3-5, is a creative and unique national curriculum that uses archaeology to teach scientific inquiry, citizenship, personal ethics, and cultural understanding. The content features actual archaeological and historical data and oral histories from different sites to allow classroom applications to be most relevant to the regions where they are used. The curriculum underwent rigorous and thorough testing and evaluation by a wide range of educators and archaeologists and is promulgated to an ever wider audience through the Internet. “Project Archaeology: Investigating Shelter” earned the SAA Award for Excellence in Public Education and can be a model for others for including a variety of opinions and viewpoints during its development and for its use in classrooms with underserved students.

Hands on the Land

The Hands on the Land program is a national network of field classrooms designed to connect students, teachers, and parents to their public lands. It is a signature education program of the BLM, with a school or school district partnership as a key component. Hands on the Land programs must support the school's curriculum or state educational standards and are often interdisciplinary. The bureau currently has around 40 Hands on the Land sites and has been able to successfully fund them through national youth initiative funding with an aim of getting kids and families outside. Several Hands on the Land programs focus on heritage education.

Take It Outside

The BLM's Take It Outside program promotes and supports outdoor activities and experiences for children on the public lands. It is an integral piece of the BLM's youth program and is helping to develop the next generation of public land stewards. Take It Outside events promote health, family, fun, and stewardship, the four pillars of Let's Move Outside, the outdoor component of the First Lady's Let's Move! initiative to end childhood obesity. Since 2008, the BLM's Take It Outside program has funded nearly 300 projects that provided outdoor activities and experiences to thousands of kids and their families. Many programs include a cultural heritage education and stewardship component.

Highlight: Cody, Wyoming, Take It Outside Project

In 2010, the BLM Cody Field Office partnered with the Greybull River Sustainable Landscape Ecology nonprofit for the second annual Take It Outside "Living Landscapes" project. The project's objective is to teach children that they are an integrated part of their ecosystem. Children from the Yellowstone Behavioral Health Center, the Cody StarGATE school program, and the Boys and Girls Club of Park County assisted archaeologists in surveying a Modified-Whittaker sample plot for cultural resources and sharpened their observation and documentation skills. They also received taphonomy lessons, learned about the effect of harvester ants on surface artifacts, and threw plastic atlatl dart points. The BLM provided \$5,000 in 2009 and \$10,000 in 2010, and the partner match was \$4,000 both years through in-kind labor and equipment.

2010 National Boy Scouts of America Jamboree.

In 2010, several archaeologists from the BLM spent almost 2 weeks in northern Virginia at the National Boy Scout Jamboree. This event, attended by around 25,000 Scouts and thousands of Scout leaders, support staff, and visitors, is held every 4 or 5 years at the U.S. Army's Fort A.P. Hill, south of Fredericksburg, Virginia. The 2010 jamboree coincided with the 100th anniversary of Scouting in the U.S. and was the first

national jamboree since 2005. As in the past, Scouts gathered for 10 days of recreational and educational activities, including opportunities to earn merit badges.

Since the early 1980s, the BLM has been one of several federal and state agencies to participate at national jamborees. The goal has been to provide learning experiences for the Scouts on a variety of conservation-related topics. In 2010, the BLM focused its outreach

on four topics: speleology (caves), paleontology (fossils), fire safety, and archaeology. The BLM was assigned a special area along the Conservation Trail, which loops about 1/2 mile through a forested area on Fort A.P. Hill. As in past years, the BLM provided a hands-on educational experience involving archaeology for more than 6,500 Scouts, Scout leaders, staff, and families. The archaeology exhibit involved Scouts completing the construction of a circular, semi-subterranean structure called a pithouse that was modeled after one at the BLM's Canyons of the Ancients National Monument.

Finding History's Forgotten People Project. The BLM has been working with students and faculty from Coppin State University on the continuation of a research project initiated in 2006 called "Finding History's Forgotten People." This project documents the impact of minorities in the development of the western portion of the United States. The project is based on the premise that the experience of African Americans has been largely excluded from accounts that chronicle the history of the West's development. As a result, the project provides an opportunity to fully understand and appreciate the breadth and depth of the African American experience in shaping the United States. The Coppin research team set out to produce research that would help the BLM create a more inclusive narrative regarding the management of public lands, and education of the public at large, by providing historical research relative to the role of African Americans in the shaping of this country.

In their first phase, the Coppin research team focused their attention on the state of Colorado. Their research resulted in an in-depth and thorough study of African Americans in the development of that state, with emphasis on geographic areas near or adjacent to BLM lands. During several weeks of extensive research, the Coppin research team uncovered vast amounts of little known, but pertinent and highly valuable, information relative to the role of African Americans. At the conclusion of their research, the Coppin students and faculty produced a detailed map of Colorado that specifies areas where African Americans were prominent in the state's development. They also produced an extensive reader, titled "Finding History's Forgotten People: The Presence of African Americans in the Settlement of Colorado, c. 1534 to 1954." In this reader, the researchers addressed the role of Colorado's African Americans in areas such as mining, building communities, cattle ranching, and entrepreneurship. The more than 100-page reader provides detailed accounts of individual African Americans, the struggles they faced and overcame, their successes as well as failures, and their overall input into early Colorado society.

Since 2008, the Coppin research team has been focusing on the state of Oregon. The student researchers have begun doing preliminary research that will culminate in a similar detailed map that will specify areas where African Americans played important roles in the shaping of that state. They also will produce a reader, which, like the Colorado reader, addresses the role of Oregon's African American community in several key areas.

VIII. EXEMPLARY PARTNERSHIPS

Incorporating partners and volunteers into the stewardship of the BLM's historic properties is a key component of Executive Order 13287 and results in enhanced use and protection. The BLM's partnerships are typically developed for stabilization, interpretation, inventory, rehabilitation, curation, and site stewardship projects. Partners include nonprofit organizations, professional organizations, "friends of" organizations, museums, Indian tribes, universities, and more. These partnerships are a critical component of managing cultural resources on public lands. Not only do they provide funding and in-kind contributions, which are essential ingredients for successful preservation projects, but they also establish coalitions that emphasize the importance of these resources to the public. Because many of the partnerships are locally based, they also strengthen the bond that local communities have with public lands, and they build local constituent support. The 2011 Preserve America Progress Report emphasizes youth project partnerships, tribal partnerships, heritage tourism partnerships, and the BLM Cultural Resources Data Sharing Partnership.

Youth Project Partnerships

Alaska: University of Alaska Museum Collections Youth Partnership Work. The University of Alaska's Museum of the North and Archaeology Department curates BLM archaeological collections from all over the State of Alaska. The BLM has 1,326 accessioned collections at the museum, and of the estimated 500,000 to 700,000 artifacts present in these collections, only about 140,000 have been either cataloged or inventoried in any manner. In addition, the University of Alaska's Earth Sciences Department has the largest collection of fossils in Alaska, including Cretaceous dinosaurs and ice age mammals. About one-third to one-half of these collections come from BLM-managed land, or an estimated 10,000-30,000 specimens from 1,000 localities (1,140 separate accessions). The BLM has assistance agreements with both the University of Alaska's Earth Sciences and Archaeology Departments to bring BLM-owned collections up to modern curation standards.

University graduate and undergraduate students form the backbone of the workforce addressing these dire needs. Student assistants receive training and supervision from a professionally trained archaeological collections manager and a curator/professor. Three important goals are being met: (1) hands-on training for students who will be the next generation of Alaskan archaeologists or who will staff the increasing number of local museums and heritage centers around the state; 2)

preservation of these collections for future generations; and 3) incorporation of the material into collections databases on an object-by-object basis, which allows the museum to distribute images and information about the collections via the Internet. This last goal is particularly important in Alaska where the population is highly dispersed and opportunities to visit museums are limited.

Alaska: Campbell Creek Science Center Youth Education Project. The BLM Anchorage Field Office, through its management of the Campbell Creek Science Center, has had an important role in engaging youth in the outdoors in Anchorage. Through educational programs with the Anchorage School District; Trailside Discovery Camps in the summer; and events such as Outdoor Week, National Public Lands Day, and the Iditarod Trail Sled Dog Race, the BLM teaches Anchorage youth about stewardship of cultural and paleontological resources on public lands using the science center and the Campbell Tract Facility, a 700-acre parcel of BLM land in east Anchorage.

Evening lectures at the science center are attended by adults and families and have featured topics such as prehistoric sites in the Aleutian chain, mammoth extinction, and dinosaur fossils found on BLM-managed lands along the Colville River. The Iditarod ceremonial start at the Campbell Creek Science Center features exhibits about the history of the Iditarod National Historic Trail and has drawn thousands of people in 2010 and 2011, and a booth on the Iditarod Trail at the 2010 Alaska State Fair extended the educational opportunities beyond the science center itself. To indirectly reach more youth, the Campbell Creek Science Center staff works with Alaska teachers through the iTREC! Program (Iditarod Trail to Every Classroom) by educating teachers across Alaska about

how to make the Iditarod National Historic Trail a part of their curriculum.

In FY 2010 alone, the Campbell Creek Science Center made contact with more than 800 K-12 youth in programs that relate to cultural and paleontological resources. Added to that are the hundreds of students taught about the Iditarod National Historic Trail by teachers enrolled in the iTREC! program and the hundreds of youth reached at offsite locations like the Alaska State Fair.

Arizona: Native American Youth Historic Preservation Internship Program. The Grand Canyon-Parashant National Monument is jointly administered by the National Park Service (NPS) and the BLM-Arizona Strip Field Office. The two agencies recently instituted an initiative which combines heritage resource education with recruitment of American Indian interns for the Native American Youth Historic Preservation Internship Program. The program began in July 2010 and currently employs four interns and a crew chief. All interns and the crew chief are tribal members from northern Arizona and southern Utah. Funding for the project came from both NPS and BLM youth incentive/initiative programs. BLM and NPS personnel presented the project to the Southern Paiute Tribal Chairpersons Association, which included representatives from the Kaibab Band of Paiute Indians, the Paiute Indian Tribe of Utah, and the Moapa Band of Paiute Indians. The Southern Paiute Tribal Chairpersons Association was asked for their assistance in identifying potential candidates and has been of great help in implementing the project.

The internship program's first project included a series of structural repairs to the boarding house at the Grand Gulch Mine, a historic copper mining complex on

BLM land that operated from 1874 until about 1955. The boarding house's deteriorating roof problems had caused the sloughing of the exterior wall mortar in multiple sections. Interns first participated in a historic preservation training program taught by the NPS Western Center for Historic Preservation and then began work at the Grand Gulch historic site. Repair needs and priorities were assessed with NPS and BLM personnel, and the internship crew completed stabilization of the boarding house structure. Repairs of the walls and repointing of the masonry were completed by the end of the 2010 work season. Very little of the original fabric required replacement, and the waterproofing and sealing of the roof will substantially extend the life of the structure.

Colorado: Preserve America Youth Stewards.

Colorado students and Hopi youth became stewards of southwest Colorado during a summit aimed at capturing youth interest in public lands. The 2009 Preserve America Youth Summit was hosted at the BLM Anasazi Heritage Center as part of the Take it Outside! program and sponsored by the Colorado Preservation, Inc., Colorado Historical Society, State Historical Fund, Colorado Humanities, Colorado West Tourism Council, Crow Canyon Archaeological Center, NPS, U.S. Forest Service (USFS), and BLM. More than 125 students, teachers, and sponsors participated in the 4-day event to study both ancient peoples of the southwest and modern preservation issues, including input on how the areas can be managed and how to attract youth. Summit participants were chosen through a competitive statewide application process based on geographic and cultural demographics, involvement in preservation activities, and ability to followup in their community.

By participating in educational activities and visiting some of the nation's premiere archaeological treasures

at the Anasazi Heritage Center and Canyons of the Ancients National Monument, Ute Mountain Tribal Park, Mesa Verde National Park, and sites in San Juan National Forest, participants:

- Learned about the multifaceted field of archaeology through visits to sites, laboratories, curation facilities, and meetings with archaeologists;
- Learned about the ancestral Native American people who occupied the region;
- Learned about the role heritage tourism can play in balancing cultural sensitivity with impacts to cultural resources and contributions to economic vitality; and
- Developed recommendations and products to raise preservation awareness for the region.

Eastern States: 1880s Camp at Winterville Mounds

Park. The BLM sponsored an 1880s "camp" as part of the second annual Mississippi Archaeological Association Exposition at the Winterville Mounds Park, administered by the Mississippi Department of Archives and History. The exposition drew more than 3,000 visitors who were given tours of the mounds in addition to demonstrations on stick ball, atlatl use, and flint knapping. In addition, the BLM participated in the 2010 Bankhead Archaeology Festival at Brushy Lake Campground in Alabama, which drew 350 children (with their families) to enjoy demonstrations and events celebrating life in the 19th century, including programs on archaeology, ethnography, and local history.

Idaho: Cooper's Ferry Field School. This CCS partnership and youth project with Oregon State University began in 2009 and continued in 2010. Students from all over the United States participated in the field school hosted by the Cottonwood Field

Office at Cooper's Ferry, located in the lower Salmon River canyon of western Idaho. The 1997 Oregon State University excavations at the Cooper's Ferry site revealed a long record of repeated human occupation, beginning with a Western Stemmed Tradition assemblage associated with radiocarbon dates (using carbon-14) of A.D. 11,370 and 11,410. The university is currently building upon the information collected already and is seeking to address many archaeological questions related to the evolution of technology, economic patterns, and environmental conditions during the late Pleistocene to early Holocene period.

The university has contributed more than 7,500 hours of volunteer time in 2010 in the field alone. Funding provided through the youth initiative allowed one student to complete public interpretation efforts for the Cooper's Ferry website. Very positive responses were received from the public, and there have been more than 1,200 hits on the site from 42 states and 28 different countries. The Nez Perce Tribe is a partner in the project, and a well-received presentation summarizing the work was given to the Nez Perce Tribe Natural Resources Subcommittee.

Montana: Bridging the Divide, 2009. The Bridging the Divide Natural and Cultural Resources Field Camp is jointly sponsored by the USFS Beaverhead-Deerlodge National Forest and the BLM Dillon Field Office. By teaming students with tribal elders, the goal of the program is to develop a formal educational curriculum in partnership with Shoshone-Bannock and Salish and Kootenai Tribes that places equal emphasis on outdoor experience and scientific exploration to expand cultural heritage awareness. The 2010 field camp was based at the University of Montana Birch Creek Outdoor Education Center on the Dillon District of the Beaverhead-Deerlodge National Forest. This year's

camp involved students from the Shoshone-Bannock Jr./Sr. High School and tribal elders from Fort Hall, Idaho. Educational activities focused on understanding cultural landscapes and the tribal traditions associated with camas/wet meadow ecology of southwestern Montana. Activities included: (1) an overview of the prehistory, history, and tribal use of the area; (2) learning traditional skills, such as making wooden digging sticks from native mountain maple, bark bags from lodgepole and fir trees, and cordage from dogbane fibers; (3) harvesting and baking camas (a traditional food); and (4) understanding the ecology of camas/wet meadow environments by conducting vegetative transects and digging soil pits.

Nevada: Lovelock Cave Youth Event. To celebrate Historic Preservation Month, the BLM Winnemucca District Office and Nevada Outdoor School host a 4-day event at Lovelock Cave, which is listed on the National Register and is located near Lovelock. More than 400 fourth-grade students from local schools participate in tours and activities at the cave and at the Marzen House Museum in Lovelock. Presentations are given at 12 stations, including topics such as archaeology, the Paiutes, ethnobotany, the emigrant trails, geology, mining and assaying, the Civilian Conservation Corps, and the history of Lovelock Cave. The objective of the field trip is to instill a sense of respect and stewardship for cultural and natural resources on the public lands. Other partners include the Humboldt and Pershing County School Districts and the Geological Society of Nevada.

New Mexico: Mesa Prieta Petroglyph Project. In the summer of 2010, for the ninth straight year, the BLM Taos Field Office worked with Vecinos del Rio, a nonprofit group, on a 2-week petroglyph recording project on public lands on Mesa Prieta near Velarde,

New Mexico. Vecinos del Rio recruited and trained local teenagers to record rock art. The students were signed up as BLM volunteers and supervised by a BLM archaeologist and other adult members of Vecinos del Rio and the Taos Archaeological Society. Students included Native Americans from the Ohkay Owingeh Pueblo, as well as youths from Velarde, Dixon, and Espanola. On the first day of field work, the group visited the large prehistoric pueblo of Posi-Ouinge along the Rio Ojo Caliente and recorded three panels of petroglyphs near the site. Posi, which has more than 2,000 rooms, is an ancestral Tewa pueblo inhabited during A.D. 1300-1600. The youths used global positioning systems, digital photography, and extensive written documentation to record roughly 50 panels of petroglyphs that they discovered during the inventory. Data recorded during the project has been entered into a geographic information system database that will become a powerful tool for data curation and research.

Oregon/Washington: Investigations of Early Human Settlement of the Northern Great Basin (Burns District). Since 2008, the BLM Burns District Office and partners have engaged more than 60 youth in a number of diverse archaeological investigations of late Pleistocene to late Holocene human occupations and use in Oregon's high desert country. Partners include the University of Oregon, University of Wisconsin, and Oregon Archaeological Society.

The youth consist primarily of undergraduate- and graduate-level students enrolled in the University of Oregon's Archaeological Field School and participating in the University of Wisconsin's ongoing archaeological research project on Steens Mountain. Field schools typically encompass a 6-week period. At least two students are pursuing graduate degrees based on the investigations. Others have volunteered their time

through the Oregon Archaeological Society's programs. As the programs are led by professional archaeologists, geoarchaeologists, and other researchers from the universities and the BLM, students are offered a unique opportunity to gain valuable experience in a number of activities that will serve them in their career development and pursuits.

Oregon/Washington: Reaching Out to the Youth of Southwest Oregon. From 2008 through 2010, the BLM Roseburg District sponsored/participated in several public outreach activities involving local school children. Programs included a school forestry tour, creek week day camp, the McGovern Elementary School outdoor school program, and Camp Two-Way Seeing (presented at the Applegate House). The school forestry tour provides an outdoor learning center for sixth graders and is a cooperative effort among the BLM, Douglas County, the USFS, and private industry. Activities at the school forestry tour and other programs included artifact replica presentations, question and answer sessions with archaeologists, and atlatl throwing. Between 2008 and 2009, more than 1,100 students, teachers, and parents participated.

Oregon/Washington: Sage Hen Gap Clovis Site. Between 2008 and 2010, the University of Oregon has conducted research at the Sage Hen Gap Clovis Site, which is estimated to be about 12,500 years old. Field school students intensively mapped, conducted test excavations, and gained instruction in geoarchaeology research techniques. Situated in an upland setting, 12 Clovis period spear points were recovered. The site is believed to be part of a system of ancient big game kill sites. Geoarchaeology studies in the area are focused on identifying late Pleistocene to early Holocene sediments/deposits suitable for containing ancient cultural materials.

Oregon/Washington: Sheep Mountain Site.

Between 2008 and 2010, the University of Oregon Archaeological Field School conducted test excavations at the Sheep Mountain Wilderness Study Area, which includes a Clovis occupation estimated to date back 12,500 years ago. In 2008, students participated in backhoe trenching, excavating auger probes, and test excavation units. Excavations revealed a Mount Mazama volcanic ash deposit and four to six well-developed soils below the ash. Artifacts have been found in large numbers below the ash, and it appears that this site is a good candidate for continued research into the most ancient occupants of southeastern Oregon. Three Clovis spear points and two fluted bifaces have been identified at the site. Their estimated age, using the obsidian hydration dating technique, is 12,500 years old. Geoarchaeology analyses also identified a discrete soil containing metallic particles that may be associated with a comet explosion believed by some researchers to be associated with the Younger Dryas cold period (approximately 11,900 to 12,900 years ago). Additional analyses are ongoing, and researchers plan to investigate climatic changes through the site's paleoenvironmental record. Several hundred hours of volunteer labor have been donated by the Oregon Archaeological Society.

Oregon/Washington: Roaring Butte Site. Doctoral candidates, students from the University of Wisconsin, and volunteers from the Oregon Archaeological Society completed survey, collection, and mapping of an early to middle Holocene encampment near Steens Mountain on the BLM Burns District in 2008. Later in 2010, the University of Wisconsin returned and conducted archaeological excavations at the site exposing a living surface dating to approximately 6,000 years ago. The site contains a number of features

interpreted to be wickiup-type living structures, a midden deposit, hearths, and faunal remains.

Oregon/Washington: Clovis Quest Inventory.

Between 2008 and 2010, the Oregon Archaeological Society members and other local volunteers worked with BLM Burns District archaeologists inventorying 2,500 acres of BLM lands and recording several new archaeological sites—some of which produced Clovis and Western Stemmed Tradition projectile points dating to more than 11,000 years ago. In addition, more than 60 chipped stone “crescent” artifacts—a stone tool particularly unique to the Great Basin—were documented during 4 weeks of survey. One student is pursuing master's thesis research based on the crescents.

Oregon/Washington: Catlow Valley Inventory and

Site Evaluations. University of Oregon Archaeological Field School students and Oregon Archaeological Society volunteers completed 1,600 acres of archaeological inventory in Catlow Valley recording 22 new sites. A graduate student is analyzing prehistoric human settlement patterns of Catlow Valley and contrasting these with the human settlements at Fort Rock Valley to the west. The students also excavated a narrow test trench in a newly described rock shelter in Catlow Valley. A graduate student will analyze the sediments for paleobotanical remains as part of a master's thesis.

Utah: Utah Family Hikes. The BLM Kanab Field Office continued field trips for the public with their Amazing Earthfest hike to the Mansard, a locally well-known rock art site, and their Family Discovery Caravan hike to South Fork Indian Canyon. The hike into South Fork is short and relatively easy, but the hike into the Mansard is a much longer and more strenuous

affair involving a climb to the top of the Vermilion Cliffs and several miles of hiking over unprepared trails. However, this was a great success and involved members of the public whose ages ranged between about 20 years old to one gentleman well into his 70s.

Utah: Kanab Field Office Boy Scout Stewardship

Project. A site in South Fork Indian Canyon is a locally well-known rock art site of striking Basketmaker II time period pictographs in a large rock shelter overlooking the canyon below. Looting episodes in the early 1970s led to the placement of a chain link fence across the entrance to the shelter. Over the years, visitors had partially torn down the fence as they climbed over to access the rock art panel. Monitoring and inspection showed that people were crossing the fence to get a closer look and photograph the panel. The panel was almost completely free of vandalism and graffiti, so BLM volunteers and backcountry staff removed the fence in 2009. In 2010, a local Boy Scout troop planned and constructed a boardwalk within the shelter as one scout's Eagle Scout project. The boardwalk allows close inspection of the rock art, but encourages visitors to stay on the boardwalk and not disturb the remains of the archaeological site on the shelter floor. Frequent monitoring indicates that so far the boardwalk is a success and that the rock art panel remains free of vandalism. By removing the fence and allowing visitors to "do the right thing," the Kanab Field Office is experimenting with responsible public access, and the results are encouraging.

Utah: Hands on the Land Program. During the third week in June 2010, 21 students from Enoch and Three Peaks Elementary Schools participated in a Hands on the Land archaeological day camp. Camp activities consisted of artifact identification, archaeological methods, American Indian crafts, site recording, and photography. The main activity of the

camp was excavating looted backfill from two rock shelters and then moving it back into the rock shelters. Five fifth-grade boys at the camp earned their Boy Scouts archaeology and photography merit badges. The camp was led by staff from the BLM Cedar City Field Office, USFS Dixie National Forest, and Three Peaks Elementary. Funding for this camp came from the youth initiative.

Wyoming: Kansas State School for the Blind Students Take on the Rocky Mountains at South Pass.

Seventeen students from the Kansas State School for the Blind literally followed in the footprints left by the pioneers of two centuries past. As one facet of a 3-week experience called the Discovery Trail, the students took on the challenge of crossing the continental divide using talking global positioning satellite units which provide the user with detailed directions as well as interpretive materials. They are the prototypes of new technologies that will aid the visually impaired with experiencing the great outdoors without the need for human guides. Initially, the students got off to a rough start. However, once they began using the system according to directions, they were able to adeptly navigate the trail and find their way to the summit of the Rocky Mountains on public lands managed by the BLM Rock Springs Field Office.

Tribal Partnerships

The BLM consults, coordinates, and cooperates with tribal governments in managing those resources of particular concern to American Indians. In addition, the BLM has formed specialized partnerships with tribal governments, organizations, and traditional practitioners to advance specific programs and objectives; to protect significant sites, resources, and values important to the American Indian community; and to assist in inventory areas important to tribes.

Alaska: Glennallen Tribal Consultation Agreements.

The BLM Glennallen Field Office began creating agreements with federally recognized tribes in 2003 as part of an effort to consult on the east Alaska RMP in 2004 and to discuss the location and concerns surrounding any places of religious and cultural importance. Today, the BLM has nine memorandums of understanding with tribes in and around the Copper River Basin. Participating tribes include the Cheesh'na Tribe, Native Village of Eyak, Yakutat Tlingit Tribe, Native Village of Gakona, Native Village of Tazlina, Gulkana Village Council, Native Village of Chitina, Chickaloon Native Village, and Mentasta Traditional Council. These agreements have now expanded to include annual meetings between the BLM and tribes to consult on issues, projects, and proposals that have the potential to affect tribes or their cultural interests and have improved the relationships between the Glennallen Field Office and the federally recognized tribes in the region. BLM employees and tribal council members have established a rapport with friendly and frank discussions on a variety of tribal issues. The meetings have also allowed the Glennallen Field Office to present itself as a representative of the BLM to tribal council members, who were confused by different federal agencies and their missions.

Alaska: Red Devil Mine Tribal Consultation. This example describes successful consultation with various tribes along the lower reaches of the Kuskokwim River concerning cleanup efforts for a former mine in the vicinity of the Village of Red Devil. The BLM Anchorage Field Office has been proactively working to improve its tribal consultation policy for several years. The field office has more than 100 federally recognized tribes within its boundaries and more than 40 tribes that are routinely consulted with regard to proposed projects. Most of these tribes are located in

small communities in rural Alaska, accessible only by airplane, so consulting appropriately creates unique logistical and financial challenges. The need to consult not only with federally recognized tribes, but also with village and regional Native corporations in accordance with the Alaska Native Claims Settlement Act, is an additional challenge unique to Alaska. The Anchorage Field Office is currently working extensively with Native communities along the Kuskokwim River on projects related to cleanup of the Red Devil Mine. Native Alaskans and other rural residents are concerned about impacts the mine had, and continues to have, on the water quality and health of animals, including salmon, in the Kuskokwim River drainage.

Arizona: Statewide Tribal Relations Strategy. BLM-Arizona has instituted a number of measures over the last 3 years that have improved relations with tribes throughout the state. Due to recent efforts of BLM staff and managers, tribes are being asked for their viewpoints more regularly, communications are improving, and decisionmakers are working together more often to identify and solve problems of mutual concern. These improved relations stem from the development of a statewide tribal relations strategy, as well as improved recognition by BLM personnel of the differences between government-to-government relations and project-specific staff work. BLM-Arizona is taking time to ensure tribes are heard, tribes understand how and why the BLM makes certain decisions, and tribal viewpoints are considered in those decisions. Specific recent BLM accomplishments include:

- Development of a statewide Arizona Tribal Relations Strategy (a draft can be found at <http://www.blm.gov/az/st/en/info/strategies.html>) that places tribal relations at the highest level of state planning initiatives.

- Development of a statewide Arizona Heritage Resources and Community Stewardship Strategy that recognizes the unique place tribes have in the multicultural landscape and history of Arizona.
- Increasing the number and frequency of person-to-person meetings between BLM staff and their tribal counterparts, as well as increasing the number and frequency of person-to-person meetings between BLM managers and elected tribal officials.

BLM-Arizona has also made more general improvements in tribal consultation, including:

- Broadening the scope of consultation and coordination efforts by including tribes in long-term planning efforts as well as shorter-term, project-specific undertakings.
- Providing increased opportunities for tribes to learn more about broadscale BLM initiatives, such as renewable energy development, in workshop settings that are not focused on single projects.
- Working more closely with tribal staffs and elected leaders to ensure tribal views are gained and considered when developing alternatives.

Colorado: Perspectives on Ute Ethnohistory in West-Central Colorado (2008-2010). This landscape study was initiated by the BLM in collaboration with the Grand Mesa, Uncompahgre, and Gunnison National Forests; Colorado National Monument; Dinosaur National Monument; Museum of Western Colorado; Mesa State College; Colorado State University; Mesa County; the Colorado Council on the Arts; and Dominguez Archaeological Research

Group. In collaboration with the Southern Ute Indian Tribe, Ute Mountain Ute Tribe, and Ute Indian Tribe of the Uintah and Ouray Reservation, this project supports the RMP for the Glenwood Springs, Grand Junction, and Uncompahgre Field Offices. The following broad goals and objectives were defined: (1) the project should be for the benefit of all Utes, not just certain tribes or bands; (2) the project should recognize that Ute culture is a living heritage, and cultural resource protection and preservation is a way to connect past and future; (3) the project should recognize that Ute cultural resources include not just archaeological sites, but also their relationship to land and natural resources; (4) the project should seek ways to include Ute young people working on the land together with Ute elders and families; and (5) the project should consider and fully explore all appropriate resource management designations in developing management recommendations for the project report. All participants acknowledged the importance of trying to work together on a more fundamental, personal level that may be able to bridge differences between the organizations and members of different cultures.

Ute heritage sites and general areas of Ute cultural interest were identified in each field office. Field visits occurred with tribal representatives to identify these cultural, traditional, and religious locations. Many locations have either not been disclosed by the elders of the tribe and subsequently have been lost to younger generations, or they have been lost through the processes of acculturation. The visits provided opportunities for Utes to collect fragments of cultural memories and record current feelings of tribal members for the lands that were their traditional

homelands. The field visits were supported by additional information from archival and bibliographic sources. Some recorded Ute ethnographic material had never been transcribed, processed, or reported. This information ranges from original notes and recordings to “gray” literature reports. The ethnohistory was completed in 2010.

Colorado: “Visit with Respect” Film. This is a collaborative effort between the Canyons of the Ancients National Monument, San Juan Mountains Association, and Crow Canyon Archaeological Center. The Colorado Historical Society’s State Historical Fund and the BLM provided funding. The video’s intergenerational cast features tribal members from Acoma Pueblo, Santa Clara Pueblo, and the Hopi Tribe. Throughout the video, they stress the living connection between ancestral villages and the modern-day descendants of the people who built them and explain why everyone should visit archaeological sites with respect. In honor of its 75th anniversary in 2010, the Society for American Archaeology, the nation’s leading professional archaeological association, held its first-ever film festival. The BLM’s “Visit with Respect” was one of four winners of the film festival. The film previously received the Caroline Bancroft History Award from the Colorado Historical Society as an outstanding project that made a major contribution to the advancement of Colorado history. The film is shown regularly at the Anasazi Heritage Center, Crow Canyon Archaeological Center, and the Acoma Pueblo-Sky City Cultural Center and Ha’aku Museum.

Eastern States: Traditional Cultural Property Evaluation. The BLM Milwaukee Field Office completed a traditional cultural property evaluation for a 60-acre tract of public domain land in north-central Wisconsin through an obligation of \$30,000 of BLM funds and a 100 percent match from a partnership with

the Lac du Flambeau Band of Lake Superior Ojibwe and the University of Wisconsin-Madison. The BLM’s tract is surrounded by an extensive bed of native wild rice, which has been harvested by the local band of Ojibwe for nearly 200 years. Ethnohistorical interviews, archival research, and archaeological field investigations provide a more complete picture of traditional Ojibwe wild rice gathering from this location. This research has demonstrated an enduring cultural, historical, and contemporary connection to this tract by the local Native American community. The property was found to be eligible for inclusion on the National Register. Tribal outreach and consultation continued with the formalization of a memorandum of understanding with the Lac du Flambeau Band of Lake Superior Ojibwe and a local landowner to protect and preserve these traditional resources.

New Mexico: Ethnographic and Archaeological Inventory with the Mescalero Apache Tribe of Potential Traditional Cultural Properties in the Vicinity of the Permian Basin, 2009-2010. An archaeological and ethnographic inventory of nine cultural locations in Eddy County, southeastern New Mexico, on selected BLM lands within the BLM Carlsbad Field Office is being prepared in cooperation with the Mescalero Apache Tribe. The project was funded by the Permian Basin MOA working group with Permian Basin MOA funding.

Although the present-day Mescalero Apache Reservation is restricted to a small part of northern Otero County, New Mexico, the Mescalero Apache aboriginal territory encompassed most of southeastern New Mexico, portions of west Texas, and extended into northern Mexico. The ethnographic cultural location inventory was done in three phases: (1) reconnaissance of potential locations for further intensive inventory;

(2) intensive inventory of cultural locations and recording of vegetation, location characteristics, and archaeological sites; and (3) Mescalero Apache elder site visits to the nine cultural locations. To conclude the project, TRC produced a report and site forms documenting the nine cultural landscapes investigated. The project resulted in insights about Mescalero use of the landscape and lessons learned that will inform future efforts.

Oregon/Washington: Archaeological Site Stabilization, NAGPRA Compliance, and BLM-Tribal Cooperation in Washington's San Juan

Islands. The San Juan Islands, including those portions managed by the BLM, are the ancestral home of people whose descendants are affiliated with the Samish Indian Nation, Swinomish Indian Tribal Community, Lummi Nation, and other Native American tribes. Cultural properties associated with these indigenous peoples, including burial locations, are subject to a variety of threats, and the BLM Spokane District collaborates with tribes to protect cultural properties and burials while protecting sensitive site location information.

In 2004, the BLM, Samish Indian Nation, and University of Washington's Burke Museum of Natural History and Culture launched a cooperative project to stabilize an important archaeological site situated in an island bay from advancing erosion, while providing public education with local partners and community organizations. Stabilization measures designed by BLM engineers were implemented, but unfortunately, strong winter storm surges in Puget Sound compromised the stabilization measures and eroded a portion of the site. Temporary stabilization measures were implemented in 2007 and 2008 until additional long-term measures could be implemented. In 2009, remains were discovered along the beach edge in a previously

stable location of the site, and temporary stabilization measures were extended to this new location. Following examination by the state's physical anthropologist, NAGPRA consultation with potentially affiliated tribes, and preparation of required notices, the Swinomish, Samish, and Lummi all filed claims with the Spokane District to have the remains returned to their custody. The BLM consulted with all three tribes, and following consultation, the tribal governments agreed to a joint claim and repatriation. Newspaper notices indicated the BLM's intent to transfer custody jointly to all three groups, and no further claims were received.

In 2010, with the recent change in BLM policy allowing reburial of NAGPRA remains on public lands, the Spokane District requested approval from the BLM assistant director to rebury the remains on public lands. In one of the first reburial cases, the assistant director approved the request. Pending a final schedule in consultation with the tribes, the remains from the site will be reinterred in a stable location near the site.

Heritage Tourism Partnerships

Alaska: Eagle Heritage Tourism Partnership. The BLM-Alaska Eastern Interior Field Office has an ongoing successful relationship with both the Eagle Historical Society and Museums and the NPS to provide tours, maintenance, and facility management of the Fort Egbert National Historic Landmark. The historic fort is named for U.S. Army Brigadier General Harry C. Egbert, a Civil War veteran who became a noted career military officer before being killed in Cuba during the Spanish-American War. The historic fort is the only 19th century fort still standing in Alaska and is part of the Eagle Historic District in Eagle, Alaska. Eagle, with gold rush and even earlier roots, is located along the Yukon River downriver from Dawson in Canada. It was established in the late 1890s, with the

Army soon constructing a military fort there in 1898 and operating it into the early 1900s. Presently, the once-thriving boomtown of Eagle is a community of fewer than 100 year-round residents, although the summer resident population includes several hundred more. In addition, several thousands of tourists visit Eagle and Fort Egbert each year by bus or boat. Over the years, Eagle has become a notable tourist destination in Alaska and is considered one of the state's most interesting and charming gold rush-era attractions, in part because of the enjoyable and educational tours.

The Eagle Historical Society and Museums contributes to the tours on the BLM-managed historic site of Fort Egbert, and the BLM provides a staff member to help with tours for the society and museum units outside of BLM management, in addition to the facilities at Fort Egbert. The remaining buildings of Fort Egbert currently house historic displays, including relics from the community of Eagle. The Eagle Historical Society and Museums works with the BLM to provide exhibits in some of the five standing buildings, including an exhibit on restoration efforts on the fort. As tour buses and independent travelers come into Eagle, the partnership provides a comprehensive historical overview of the area regardless of agency jurisdiction. In 2010, Eastern Interior Field Office staff brought in eight youth volunteers to gravel and refurbish nearly 3 miles of multiple-use trails, including the Hospital Ruins Trail and Water Line Trail. These youth spent 3 weeks in the community of Eagle, including significant involvement in the local Fourth of July celebrations with a float entry in the parade and staffing the concession and game booths.

Arizona: Empire Ranch. The BLM Tucson Field Office manages the Las Cienegas National Conservation Area in southern Arizona. The

conservation area encompasses part of the historic Empire Ranch, including the former ranch headquarters. The ranch, which sits at the heart of the 42,000-acre conservation area on public lands acquired and administered since 1988 by the BLM, offers visitors a glimpse of the history of cattle ranching and ranch life in Arizona in the 19th and early 20th centuries. The BLM has worked closely with the Empire Ranch Foundation to preserve the house and other structures, host educational programs, and provide literature to tell the story of this special place.

The Empire Ranch Foundation has been a valuable partner to the BLM. Every year, the foundation raises tens of thousands of dollars for preservation, interpretation, and educational efforts on the Empire Ranch. From 2008-2010, the BLM partnered with the foundation and provided CCS funding to support:

- Expanding the current National Register listing to include the entire ranch headquarters complex;
- Educational programs including Western Heritage Day for Elgin and Patagonia Middle Schools;
- Wild About the Grasslands! summer day camps for area youth and a 3-day horsemanship skills camp for Tohono O'odham youth;
- Development of detailed room interpretation plans for six rooms in the Victorian addition of the historic Empire Ranch;
- Public outreach and special events, including historic tours and horseback rides. The Empire Ranch Roundup event, including reenactments and displays, attracts more than 2,000 visitors to the site annually; and
- Implementation of a bimonthly volunteer work day program that has accomplished preservation

and maintenance goals, as well as increased public awareness and investment in the site's protection and preservation.

Arizona: Gila Box Riparian National Conservation Area Civilian Conservation Corps Camps. The BLM Safford Field Office manages the Gila Box Riparian National Conservation Area and thousands of prehistoric and historic properties in southeastern Arizona. Starting in 2009, the BLM initiated an extensive inventory and recording project centering on three Civilian Conservation Corps (CCC) camps in southeastern Arizona. A total of 28 CCC camps were located in Greenlee, Graham, and Cochise Counties during the Great Depression. This project focuses on the Sanchez, Teague Springs, and U-Diamond CCC Camps, which were occupied between 1935 and 1937. Extensive historical literature exists for these camps, but archaeological inventory and mapping of the camps and adjacent areas has revealed a wide array of activities not captured in the historical record.

The Safford Field Office received funding from the BLM Washington Office for this project under the CCS program. This project includes comparison and interpretation of historic aerial photographs with current remote sensing and GIS information; identification of potential CCC construction features from the remotely sensed data; “ground truthing” of large features identified from the aerial photography; and mapping, documentation, and recordation of those sites and features. The BLM has also installed protective measures on the Sanchez CCC camp, including vehicle barriers, fencing, and signage. Interpretive signage is being developed that will enhance visitor experiences to the site. The field office is working cooperatively with economic development and tourism offices in Greenlee, Graham, and Cochise Counties to incorporate the

CCC historic sites into historical background and points of interest in a heritage tourism guide for the Gila Box area.

Colorado: Animas Forks, Colorado. Heritage tourism is the lifeblood of San Juan, Ouray, and Hinsdale Counties. These counties are connected through the Alpine Loop Backcountry Byway with Animas Forks as the centerpiece. Visitor surveys of the Alpine Loop consistently list visiting historic mining sites and experiencing the beautiful scenery as the top two reasons for coming to the San Juan Mountains. Preserving the historic buildings of Animas Forks is essential to preserving this vital part of the region's economy.

Nine significant, standing buildings survived to the present day in the Animas Forks National Register district and represent the remote expressions of late 19th and early 20th century vernacular architecture in Colorado. Every year, buildings literally fall down due to weathering, neglect, visitation, or treasure seekers claiming a piece of history for themselves. For more than 30 years the San Juan County Historical Society, BLM, local citizens, and volunteers from Outward Bound, VISTA (Volunteers in Service to America), and the San Juan Mountains Association have worked together to preserve the Animas Forks townsite and National Register district.

Eastern States: Chiles Homesite. The Chiles Homesite chimney restoration project progressed in 2009 with an architectural and engineering assessment of the two 18th century chimneys that represent a unique style of vernacular architecture found only in southern Charles County and along the lower Potomac estuary of southern Maryland. Through a contract with the College of William & Mary Center for Archaeological Research and substantial work

from historical architects and engineers, the BLM is moving forward with plans to stabilize the chimneys and repair deteriorating brickwork on this impressive standing feature. The Chiles Homesite Interpretive Trail links to the Potomac Heritage National Scenic Trail and is a component of the BLM's NLCS. Several years of volunteer and employee efforts have led to an outstanding public interpretive trail that depicts the lifeways and history of this forgotten settlement along the Potomac River

Eastern States: Juniper Inlet Lighthouse. In 2008, the Jupiter Inlet Lighthouse Outstanding Natural Area was designated as the first eastern unit of the NLCS. The Jupiter Inlet Lighthouse and the immediate surrounding area is listed on the National Register of Historic Places. Through partnerships with the Loxahatchee River Historical Society, Palm Beach County Board of County Commissioners, U.S. Coast Guard, Town of Jupiter, and Village of Tequesta, this amazing property is preserved, interpreted, and managed as a heritage tourism center. To date, 120 acres of inventory as well as four Phase II archaeological evaluations have been completed yielding cultural materials spanning the last 3,000 years. In 2010, a series of American Recovery and Reinvestment Act-funded enhancement projects involved intense archaeological monitoring and testing, resulting in the discovery of the original 1860 Keeper's House intact cistern and circular brick well. These are now revealed to the visiting public in innovative below-ground exhibits. Many of the newly discovered artifacts are on display in the museum.

Idaho: Mackay Preservation Partnership and ATV Tour. Prospectors found copper ore in the mountains above present-day Mackay, Idaho, in 1879. For more than 50 years, mining was the major industry and

a way of life in the Mackay area. Today, the site is a focal area for heritage tourism in central Idaho. When a private salvager attempted to tear down important buildings located on Mine Hill in 1999, local volunteers, townspeople, county commissioners, and federal agencies formed the White Knob Historical Preservation Committee to preserve the remnants of the area's exemplary mining history. The committee is a collaborative entity interested in the recordation, preservation, and interpretation of important features, sites, and buildings located on Mackay's Mine Hill. Committee volunteers and the BLM Challis Field Office have worked together to identify, preserve, and interpret many Mine Hill features and sites since that time.

Idaho: Challis Bison Kill Investigations. FY 2010 represented the final year of an ongoing CCS funded partnership between the BLM Challis Field Office and Utah State University to investigate the Challis Bison Kill Site, which is located on the National Register of Historic Places. The site is located along the Peaks to Craters Scenic Byway at the junction of State Highways 75 and 93 in central Idaho at the Land of the Yankee Fork State Park. An interpretive center, managed cooperatively by the BLM, Idaho Department of Parks and Recreation, and USFS Salmon-Challis National Forest, provides public education and outreach. As a result of the partnership a ¼-mile paved walking tour of the site has been created along with interpretive panels along the route. Three websites have been designed to provide the public with information about past and recent research at the Challis Bison Kill Site.

Recent reanalysis of original excavation materials and field notes suggested that the site is much older and more complex than conclusions from the original 1970s excavations by Idaho State University. During

FY 2007 and 2008, testing at the Challis Bison Kill Site was conducted by carefully trained high school-aged students recruited through Earthwatch's Student Challenge Awards Program. The final year of the project included lakebed coring at two lakes located on BLM and USFS lands in the region of the kill site. This work will continue the delineation of paleoclimatic dynamics both locally and regionally. Understanding how climatic shifts have influenced the dynamics of bison populations and human socioeconomic systems over the course of the Holocene in this area will allow investigators to better understand and interpret this site. The Challis Field Office and BLM have received a great deal of positive feedback from the public as a result of these CCS projects. In addition, their contributions to the understanding of regional hunting and bison ecology and reconstruction of the regional paleoecological record have assisted the BLM in developing long-term preservation plans for the site complex.

Montana: Pompeys Pillar National Monument.

Pompeys Pillar National Monument bears the only remaining physical evidence of the Lewis and Clark Expedition. Captain William Clark carved his name on the face of the 150-foot butte on July 25, 1806, when he returned to the United States through the Yellowstone valley. Captain Clark named the pillar in honor of Sacagawea's son, whom he had nicknamed "Pomp." In November 1991, through the efforts of the Committee for the Preservation of Pompeys Pillar, this landmark was purchased from private ownership. In addition, the private owners donated original J.K. Ralston paintings, other artwork, and a Lewis and Clark historical library to the public. BLM staff and Pompeys Pillar Historical Association volunteers provide visitor services during the operating season. Approximately 27,000 visitors come to Pompeys Pillar

National Monument each year to learn about the Lewis and Clark Expedition.

Montana: Site Stewardship Training Partnership.

In 2009, the BLM Lewistown Field Office created a site stewardship program with Montana State University and Project Archaeology. Since the BLM and other federal agencies manage far more archaeological sites than can be actively protected, the purpose of the program is to train volunteers to monitor the condition of sites located on public lands and to report instances of destruction or vandalism to prehistoric or historic sites. The first volunteer training was held in 2009 in Lewistown. It was anticipated that the volunteers would be interested in monitoring sites in the Upper Missouri River Breaks National Monument. Instead, people from across the state (from Sidney to Missoula) attended the training. A second training was held in July 2010 and a third in October, in Helena, sponsored by the Helena National Forest. This program is another way for the BLM to extend protection to more archaeological sites and to actively involve the public in the management of cultural resources on BLM lands. Stewards also reach out to the public by providing an important education function, and the training was a statewide heritage tourism draw.

Nevada: Grimes Point. The BLM Stillwater Field Office maintains a cooperative program with both the Churchill County Museum and the Nevada Rock Art Foundation with impacts on heritage tourism. The Grimes Point Recreation Area is an attraction for ancient petroglyphs and accessible along an interpretive trail near Fallon, Nevada. This site is used for self-guided visits, as well as public tours and training by the Nevada Rock Art Foundation (<http://www.nvrockart.org/tours.html>). In addition to the petroglyphs, visitors can find the Hidden Cave

archaeological site, where the BLM and Churchill County Museum arrange visits to see “in situ” archaeological excavations and interpretive exhibits.

New Mexico: Jornada del Muerto Loop Trailheads, El Camino Real de Tierra Adentro National Historic Trail. The BLM is working with a broad coalition of partners to develop public access sites along the Jornada del Muerto, including the NPS (co-administrators of the national historic trail), Camino Real de Tierra Adentro Trail Association, New Mexico Department of Transportation, Mexico’s National Institute of Anthropology and History, and New Mexico Spaceport Authority. The fabled “Journey of the Dead Man” served as a shortcut for travelers making the long trek between El Paso del Norte and the colonial settlements of northern New Mexico.

Today, the public can hike on the original road and visit overlooks that describe the history and significance of El Camino Real de Tierra Adentro National Historic Trail. The BLM Las Cruces District Office and the NPS opened two of the newest BLM recreation trails on the Jornada del Muerto on October 30, 2010. The short hiking trails are part of a backcountry “local tour route” that will eventually incorporate equestrian and pedestrian trails at several locations on the Jornada del Muerto. One of the new recreation trails, the Yost Escarpment trail, is a 1 ½-mile easy walk up to Yost Escarpment. During the wagon road’s heyday, from 1598 through the 1870s, Yost Escarpment was a difficult climb for heavily loaded freight wagons. The second trail, the Point of Rocks trail, is a ½-mile loop with views of the historic trail and the railroad that led to the end of the Jornada del Muerto as a wagon route in the late 1800s.

The trail-opening ceremony introduced the new full-color trail brochure and trail guides for the Yost

Escarpment and Point of Rocks trails. The Jornada trails include the first interpretive trails developed for El Camino Real de Tierra Adentro National Historic Trail, the oldest colonial wagon road in North America.

Oregon/Washington: Connecting the Public with Southwest Oregon’s Cultural Heritage.

Since 2008, the BLM Roseburg District has engaged the public with the archaeological, historic, and cultural heritage of southwest Oregon in diverse, unique, and interesting ways. These projects combine to form a coordinated program to enlist the active involvement of the public in the preservation of Oregon’s cultural resources.

- **Adna’s Terrace Archaeological Project.** Modeled after the USFS Passport in Time program, a volunteer archaeology and historic preservation program, BLM archaeologists, staff, and community volunteers, including a cadre of highly experienced Passport in Time veterans, undertook archaeological excavation and analyses at the Adna’s Terrace Site during the summer of 2010. Excavation resulted in the acquisition of archaeological data revealing human occupations spanning a 6,000-year period on the main stem of the Umpqua River. Approximately 25 volunteers and visitors were actively involved, contributing more than 500 hours of service. Local newspapers provided coverage of the project, which expanded the local community’s knowledge of southwest Oregon indigenous peoples’ archaeological and cultural legacy.
- **Life Interrupted Interpretive Display.** In 2009, an interpretive panel, entitled Life Interrupted, was installed at the Susan Creek Campground in the BLM Roseburg District. The panel,

collaboratively developed with input from the Cow Creek Band of Umpqua Tribe of Indians and the Confederated Tribes of Grand Ronde, features the incredible eruption of Mount Mazama 7,000 years ago forming Crater Lake in its caldera. Interpretive displays discuss the impacts of the eruptions on human populations living in the vicinity of Susan Creek.

Wyoming: Wagner Variant of the Lander Road.

In 2010, archaeologists in the BLM Pinedale Field Office discovered and evaluated the Wagner Variant of the Lander Road, a 7-mile segment of the California National Historic Trail. Historic documentation has proven this segment is the original route of Lander Road as designed and built by Frederick Lander, an employee of the DOI Pacific Wagon Roads Office in 1858. This emigrant road was the first federally funded road constructed west of the Mississippi River and was used until the early 1900s. After the Wagner Variant of the Lander Road was abandoned in favor of a shortcut to the south, its location and function was forgotten until its rediscovery in August 2009.

Pinedale Field Office and historic preservation partners, including the Wyoming State Historic Preservation Office, ACHP, NPS, Sublette County Historical Society, Alliance for Historic Wyoming, Oregon-California Trails Association, and Lander Trail Foundation, along with Shell Western Exploration and Production LP and Ultra Resources Inc., completed an amended programmatic agreement to mitigate adverse effects to the setting of Lander Road and allow continued development of the Pinedale Anticline natural gas field. In addition, these same historic preservation partners, along with PacifiCorp, completed an MOA to resolve the effects resulting from a large transmission line project in the area. As mitigation

for two NHPA Section 106 projects, together both agreements resulted in the acquisition of an 82-acre parcel that contains the route of the national historic trail, intact emigrant camp sites, and the historic crossing of the New Fork River. The property lies adjacent to Pinedale Field Office's current New Fork Campground.

The newly acquired property will be owned by the Sublette County Historical Society, but will be open to the public and managed in partnership with the BLM and Wyoming State Historic Preservation Office for the purposes of historic preservation, public education, interpretation, and research. This complex multiparty agreement has resulted in outstanding, valuable preservation of historic properties and is a great example of the partnerships that can be created to protect national historic trails. The partnership also provides a successful example of the types of creative mitigation that can be applied to national historic trails for varied and complex projects.

Data Sharing Partnership

The BLM initiated the CRDSP in 1997 to meet commitments under the 1997 programmatic agreement, which required each state-specific protocol developed under the programmatic agreement to address data sharing, including information management and support. The BLM works in partnership with the SHPOs in 14 western states (Alaska, Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, North Dakota, Oregon, South Dakota, Utah, Washington, and Wyoming). The CRDSP has become an important part of the overall relationship between the BLM and the SHPOs.

Under the NHPA, it is the responsibility of the SHPO to cooperate with federal agencies, in addition to

other entities, to survey and maintain inventories of historic properties. This is basis of the rationale for the CRDSP. Investing in a SHPO-hosted shared inventory, as opposed to an agency-specific system, avoids duplication of effort. The BLM's frequent realty transactions and responsibility for subsurface minerals under state and privately managed surface make maintaining a shared inventory critical for the BLM. The CRDSP business model and the BLM's sustained, national-level commitment to this project are unique among federal agencies.

The CRDSP vision is: "Cultural resources professionals will have consistent, easy to use, reliable spatial information systems on their desktops with access to cultural spatial data servers that assist them in doing their jobs as managers, researchers, and cultural resource professionals."

The BLM CRDSP includes financial support to SHPOs, technical support to SHPOs and BLM staff, and institutional support for the exchange of information among states on cultural resources data management issues, as follows:

- **Financial support to the SHPOs.** Since 1998, the BLM contributed more than \$4.3 million from centrally managed funds to advance automation of the SHPO cultural resource databases and GIS mapping. BLM state offices have made additional contributions, some of which predate the national initiative.
- **Assistance contract with Gnomon, Inc.** Since 2001, the BLM spent \$307,000 on a contract with Gnomon, Inc., for expert advice to BLM and SHPO staff regarding automation and digital BLM site records and locations.

- **Forum for the exchange of information on cultural resources data management issues.**

Since 2001, the BLM facilitated virtual and in-person meetings between designated cultural resources data representatives from each BLM state and SHPO data management staff to address implementation, standards, and policies, including implementation of new software tools such as CRMTracker and Cultural Resource Information Summary Program. The BLM provides a coordinator, staff time, and travel money for the BLM's participation in this CRDSP.

The BLM's CRDSP Funding. Funds are provided by programs that benefit directly from the CRDSP, including rangeland management, cultural resource management, recreation resource management, oil and gas management, lands and realty management, resource management planning, mining law administration, and wildland fire management. The CRDSP will require continued annual funding to stay current with ongoing cultural resources inventory, eliminate backlog, and upgrade software. At this time, the SHPOs and their BLM counterparts continue building GIS capability and digitizing the backlog of site records.

CRDSP Partnering with Other Agencies. The CRDSP has several years of coalition building at the state and national levels. One major success was with the Department of Energy, which immediately saw the wisdom of better decisionmaking support with improved information. The Department of Energy funded several projects in the western states with members of the CRDSP. These projects created and enhanced existing datasets and created new ways

to deliver and analyze the data. Another major data creation and sharing effort has been the Mohave Desert Ecosystem Program, a shared venture with the Department of Defense, NPS, and BLM. This project created digital data for much of southeastern California. The CRDSP has acted as a catalyst to help leverage funding from other agencies in support of statewide data sharing efforts. Other agencies now supporting the CRDSP through appropriated dollars include the Department of Transportation, Department of Energy, Bureau of Reclamation, Natural Resources Conservation Service, and USFS. The BLM remains a major contributor along with various state transportation agencies funded through the Department of Transportation's Federal Highway Administration. The SHPO's contributions are in-kind and cash.

The development of the CRDSP has also helped to promote other products that are tied to the data sharing program. Examples of these products include: (1) electronic programs and processes that help SHPOs, the BLM, and land use applicants track cultural

resources projects from the initial investigation stage through project completion; (2) models that can be used by agencies and/or the public (depending on the scale used) for land use planning and project planning; (3) standards and processes to help facilitate the transfer of information from one agency to another, such as GIS and GPS information; and (4) translators that aid in querying information from several databases to help compile specific datasets across state boundaries.

The CRDSP efforts facilitate data management and upward reporting compliance for the BLM and SHPO annual reporting requirements, as well as provide data for the DOI's federal archaeology program report to Congress and the Federal Accounting Standards Advisory Board RSI report on heritage assets.

The CRDSP has been very effective in creating digital inventories. While this varies by state, information for approximately 90 percent of the sites recorded on BLM land have been entered in databases, and 70 percent of the site locations are located in GIS.

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APPENDICES

Appendix A

List of Acronyms

ABP	asset business plan
ACHP	Advisory Council on Historic Preservation
AMP	asset management plan
ARPA	Archaeological Resources Protection Act
BLM	Bureau of Land Management
CCC	Civilian Conservation Corps
CCS	challenge cost share
CRDSP	Cultural Resources Data Sharing Partnership
CRM	cultural resource management
CRV	current replacement value
DOI	Department of the Interior
ESA	Endangered Species Act
FASAB	Federal Accounting Standards Advisory Board
FLPMA	Federal Land Policy and Management Act
FRPP	Federal Real Property Profile
FY	fiscal year
MOA	memorandum of agreement
NAGPRA	Native American Graves Protection and Repatriation Act
NCSHPO	National Conference of State Historic Preservation Officers
NEPA	National Environmental Policy Act
NHL	national historic landmark
NHPA	National Historic Preservation Act
NLCS	National Landscape Conservation System
NPS	National Park Service
RMP	resource management plan
SAA	Society for American Archaeology
SFFAS	Statement of Federal Financial Accounting Standards
SHPO	state historic preservation officer
USFS	U.S. Forest Service

Appendix B

BL

BLM Cultural Resource Management Program Fact Sheet (FY 2008-2010 Data)				
	2008	2009	2010	To Date
Inventory and Evaluation				
Number of proposed undertakings requiring a literature search	16,450	13,838	10,840	-
Acres intensively inventoried	935,534	839,661	790,967	21,078,995
Cultural properties recorded	11,339	10,025	11,887	328,311
Listings in National Register	2	5	5	417
Properties included in National Register listings	4	95	203	4,789
National Register eligible properties	3,438	3,650	3,982	-
Protection, Physical, and Administrative Measures				
Total cultural properties under protection measures	6,090	5,488	4,814	-
Condition monitoring, stable properties	3,648	4,061	3,504	-
Condition monitoring, deteriorating properties	619	386	279	-
Signing projects	430	309	293	-
Fencing/gating projects	77	114	118	-
Stabilization projects	134	307	410	-
Ongoing protection measures	346	204	419	-
Administrative measures	1,259	654	555	-
Avoidance, Mitigation, and/or Data Recovery				
Properties to which adverse effects avoided	7,748	7,410	4,738	-
Completed Section 106, data recovery projects	155	121	263	-
Completed Section 106, mitigated properties	265	857	713	-
Properties damaged or destroyed without mitigation	3,952	1,259	931	-
Post-approval discoveries, undertakings	45	80	214	-
Post-approval discoveries, properties	92	197	269	-
Post-approval discoveries, undertakings requiring mitigation	19	35	28	-
Post-approval discoveries, properties	31	48	36	-
Completed non-Section 106, data recovery properties	76	57	43	-
Completed non-Section 106, properties	247	159	75	-

**BLM Cultural Resource Management Program
Fact Sheet (FY 2008-2010 Data) (continued)**

	2008	2009	2010	To Date
Utilization				
Permits in effect	775	739	727	-
Permits worked	505	518	510	-
Permittees whose work was field checked	201	228	269	-
Applications received	364	358	307	-
ARPA notifications	320	176	543	-
Archaeological Enforcement				
Incidents detected	101	283	74	-
Incidents with arrests	6	10	4	-
Individuals arrested	7	10	9	-
Incidents with convictions	10	9	18	-
Incidents with acquittals	2	3	1	-
Individual felony convictions	1	1	3	-
Individual misdemeanor convictions	4	218	7	-
Individual citations	10	7	8	-
Individual civil penalties	13	3	10	-
Fines to Treasury	\$29,850	\$1,000	\$51,301	-
Restitution to agency	\$69,066	\$58,319	\$29,170	-
Total forfeitures	\$0	\$8,388	\$1,500	-
Total rewards	\$25,398	\$0	\$0	-
Restoration and repair costs	\$81,683	\$103,005	\$79,927	-
Commercial or archaeological value to damaged resources	\$193,531	\$158,983	\$524,792	-
Enforcement costs	\$323,405	\$296,792	\$81,431	-
Public and Professional Outreach and Education				
Public presentations	1,467	1,127	1,005	-
People contacted by public presentations	59,121	80,843	52,065	-
Professional presentations and articles	125	137	125	-
Heritage publications and products	161	53	142	-
Native American Consultations				
Consultations with federally recognized tribes	6,304	4,312	5,182	-
Consultations with nonfederally recognized tribes	203	139	106	-

The mention of company names, trade names, or commercial products does not constitute endorsement or recommendation for use by the Federal Government.

