

# 2014 Preserve America Progress Report

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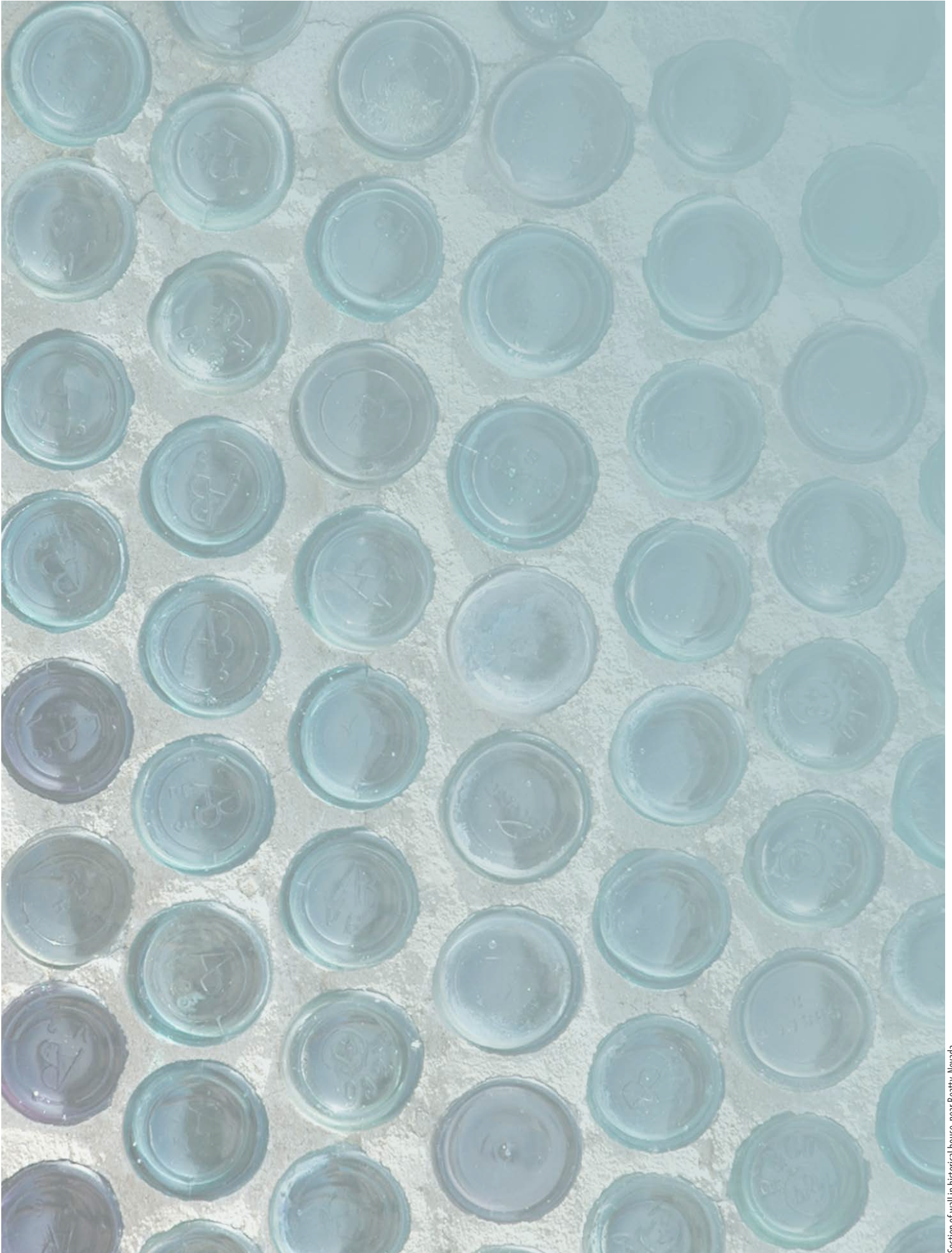




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Section of wall in historical house, near Beatty, Nevada





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## 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 Bureau of Land Management (BLM) prepares these reports for the Secretary of the Interior and the Advisory Council on Historic Preservation (ACHP). This report represents the BLM’s fifth submission and covers fiscal years (FYs) 2011, 2012, and 2013.

The BLM manages more than 245 million acres of public land—the most of any federal agency. This land, known as the National System of Public Lands, is primarily located in 12 western states, including Alaska. The BLM also administers 700 million acres of subsurface mineral estate throughout the nation. The BLM is responsible for managing the public lands for multiple use and sustained yield 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 cultural resource management 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 mission.

The “2014 Preserve America Progress Report” provides updated information on BLM activities that fall under Sections 106 and 110 of the National Historic Preservation Act. Since the last Preserve America report in 2011, the BLM played a key role in developing the Department of the Interior policy on consultation with American Indian tribes. In 2012, the BLM executed a substantially revised national programmatic agreement regarding the manner in which the BLM meets its responsibilities under the National Historic Preservation Act. The BLM also developed instruction on coordinating procedures for compliance with the National Historic Preservation Act and National Environmental Policy Act for meeting the BLM’s tribal consultation responsibilities. In addition, the BLM worked closely with the Advisory Council on Historic Preservation, White House Council on Environmental Quality, Department of Energy, and others to improve permitting processes, especially for landscape-scale renewable energy and infrastructure projects.

Through FY 2013, the BLM has surveyed more than 25 million acres (approximately 10 percent of BLM surface lands) for historic properties, with an average of 759,535 acres surveyed annually

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from FY 2011 through FY 2013. As in previous years, the majority of the inventory work was funded by land use applicants and was performed by one of the more than 800 consultants permitted by the BLM. In FY 2011, 10,777 projects triggered a literature search, at a minimum, and 6,644 projects triggered an intensive Class III field inventory. In FY 2012, the number of projects that required at least a literature search rose to 11,205, and the projects requiring a Class III field inventory dropped to 6,488. In FY 2013, the projects were 9,323 and 6,285, respectively. Cumulatively, the BLM has recorded more than 358,500 cultural properties in surveys on BLM-administered surface lands through FY 2013.

Between FY 2011 and FY 2013, the BLM determined an additional 11,028 properties as eligible for listing on the National Register of Historic Places (National Register), for a cumulative total of 49,734 properties. During the same period, the BLM added 13 National Register registrations, containing 348 individual contributing properties, and also added 3 national historic landmarks. In FY 2011, the BLM placed some type of protection measure on 4,632 cultural properties. This number increased to 7,355 in 2012, primarily due to the number of properties protected through administrative measures, and the number declined to 4,177 in 2013. From FY 2011 through FY 2013, the BLM completed 658 new

signs, 292 new gates or fences, 641 stabilization actions, and 657 maintenance activities. The BLM assigned an additional 4,532 properties 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 improve documentation and preservation of its collections, working closely with both federal and nonfederal repositories. From FY 2011 to FY 2013, the percentage of BLM collections in good condition increased from 75 percent in FY 2010 to 83 percent. The BLM also continues to educate American children, families, and teachers through the heritage education program. The program reached an average of 80,534 individuals each year from FY 2011 through FY 2013.

The BLM also actively investigates violations of the Archaeological Resources Protection Act. During the 3-year period, 408 criminal incidents were detected. Seven of those incidents resulted in arrests, with 25 convictions.

The BLM continued to build on its partnerships with other agencies, tribes, and nongovernmental organizations to protect resources, promote cultural diversity, engage youth, understand climate change, and provide economic development opportunity, especially through heritage tourism.





## 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 National Historic Preservation Act (NHPA) and to make the results of the review available to the Secretary of the agency and the Advisory Council on Historic Preservation (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 will then prepare 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 2015.

In the Bureau of Land Management’s (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 its 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 September 2008 progress report emphasized the BLM’s cultural resource management program funding, management and reporting on collectible and noncollectible heritage assets; described the use of NHPA Section 111; and highlighted exemplary museum, cultural resource data sharing, site steward, heritage education, and Passport in Time partnerships.



The September 2011 progress report provided updates on the BLM's organizational changes and outlined fiscal year (FY) 2008 through FY 2010 performance measures, budget, and NHPA Section 110 activities and heritage education efforts. This report also described the BLM's tribal consultation outreach and oil and gas leasing reform initiatives; highlighted success stories; and provided numerous examples of exemplary tribal, youth, and heritage tourism partnerships.

The September 2014 progress report describes the BLM's advances in meeting its NHPA Section 110

responsibilities; execution of a new programmatic agreement regarding the manner in which the BLM meets its responsibilities under the NHPA; actions the BLM is taking to improve permitting to meet the energy and infrastructure initiative compliance responsibilities; and the BLM's support of the Department of the Interior (DOI) tribal consultation policy development and implementation. This report also provides examples of some of the exemplary partnerships the BLM maintains with other agencies, tribes, educational institutions, and nongovernmental organizations.







## OVERVIEW OF THE BLM 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" (Interior Strategic Plan), 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 5 primary goals. Each goal describes one or more strategies, defining how the department plans to accomplish its goals. These mission areas include:

- Provide natural and cultural resource protection and experiences.
- Sustainably manage energy, water, and natural resources.
- Advance government-to-government relationships with American Indian nations, and honor commitments to insular areas.
- Provide a scientific foundation for decisionmaking.
- Build a 21<sup>st</sup> century DOI.

### The BLM Mission

The mission of the BLM is 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 the Interior 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 cultural resource management (CRM) program, receives program-specific appropriated funding to carry out these responsibilities and to protect paleontological resources and conduct tribal consultation.



## The Cultural Resource Management Program

**Alignment with DOI Mission Areas:** 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 aligns program performance goals and measures with these mission areas and links field operations to local-level program elements. Results are rolled up to departmental goals.

The BLM's CRM program aligns with the Interior 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 Interior Strategic Plan's mission area 2, which is to sustainably manage energy, water, and natural resources (DOI 2011), by ensuring compliance with NHPA Section 106 and related National Environmental Policy Act (NEPA) land-use actions that may affect historic properties on public lands.

**Table of Organization:** The BLM Washington Office (WO) 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 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 and the BLM tribal liaison officer 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 guide the implementation of the CRM program and establish priorities for each of the 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. The WO-240 division chief is responsible for policy and program management for cultural resources, including museum collections, paleontological resources, and tribal consultation.

The NLCS and Community Programs Directorate (WO-400) and NLCS Division (WO-410), established in 2009 through the Omnibus Public Land Management Act (Public Law 111-11), provide a framework for managing the BLM's specially designated conservation areas. The mission of the NLCS is to conserve, protect, and restore outstanding cultural, ecological, and scientific values within these special designations. The NLCS includes more than 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 authorized a specific budget line for NLCS national monuments, national conservation areas, and other congressional designations that were previously funded by BLM programs, such as CRM, wildlife, and recreation. The NLCS and Community Programs Directorate (WO-400) has two divisions, NLCS (WO-410); and Education, Interpretation, and



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Partnerships (WO-420). WO-410 and WO-240 share responsibility for preserving cultural and historic values on the public lands managed by the BLM.

### **Policy and Performance Regarding Cultural**

**Resources:** The BLM has promulgated detailed policy and implementation guidance in its 8100 Manual Sections on cultural resources. BLM policy explicitly recognizes the importance of protecting cultural resources:

- BLM Manual 8100, Paragraph 06A: Cultural resources are recognized as fragile, irreplaceable resources with potential public and scientific uses, representing an important and integral part of our Nation's heritage.
- BLM Manual 8140, Paragraph 06C: The Field Office manager's first choice shall be to avoid National Register listed and eligible properties that would otherwise be affected by a proposed land use, if it is reasonable and feasible to do so.

The BLM maintains a detailed standard for cultural resources information in land use plans in BLM Manual Section 8130, "Planning for Uses of Cultural Resources." As prospective developers identify locations, the BLM ensures that the applicant provides sufficient project-specific information to meet the BLM's reasonable and good faith effort responsibilities to inventory resources and to consult with tribes and stakeholders to identify resources that may be affected by project approval. The BLM encourages and supports noncompliance inventory projects. BLM states plan a number of acres for inventory at the beginning of the fiscal year based on the planned budget, and the BLM maintains and tracks the information on inventory, evaluation, and nomination. The BLM supports National Register of Historic Places (National Register) nominations but does not set inventory or nomination benchmarks at a national level.

The BLM oversees performance through an annual data call and through the cost management system. The BLM uses the collected data for various internal and external reporting requirements throughout the year, including the report to Congress on the federal archaeology program, public lands statistics, the DOI performance and accountability report, the museum collections management summary, and the collectible and noncollectible heritage assets portion of the BLM financial statement. In addition, the BLM states that maintain BLM-state historic preservation office (SHPO) protocols under the national programmatic agreement submit quarterly or annual reports to their SHPO on activities implementing the protocol. The BLM also contributes to the annual interagency report on the National Trails System.

The BLM addresses accountability in several ways. The BLM Preservation Board fosters consistency among field units in the implementation of policies and the national programmatic agreement. The board can also perform reviews of field and state office programs at the request of a state director, the ACHP, or a SHPO. If a field or state office does not meet the performance standards under the national programmatic agreement and state protocol, the board can recommend that the State Director decertify an office to operate under the provisions of the programmatic agreement that allow the use of alternative procedures outlined in the state-specific BLM-SHPO protocols. BLM state offices conduct state or field office performance reviews with and without the assistance of the SHPO and the ACHP. Additionally, the Washington Office can conduct performance reviews.

**Data Management:** The BLM maintains data on cultural resources in partnership with SHPOs and makes the data available to scholars, consultants, other agencies, and tribes primarily through SHPOs.



In addition, individual offices may maintain a combination of paper and electronic records of site and survey data. Locational data are maintained in geographic information systems (GIS) for use in planning and compliance. Data on buildings and structures are maintained internally in the Financial and Business Management System (FBMS), and the Federal Real Property Profile (FRPP) includes a field for historic status. Generally archaeological sites will not be in the FRPP database, unless “improved” for visitation.

### **Physical and Administrative Protection Measures:**

The BLM also employs physical and administrative measures for the protection of cultural resources within its jurisdiction. Physical protection measures include signs, fences/gates, patrol/surveillance, erosion control, fire control, detailed recording, and relocation. Administrative conservation measures include withdrawal, closure, special designations, land acquisition, and easements. Two administrative measures are unique to or uniquely important to the BLM: planning designations as part of the BLM’s statutorily required public planning process and land acquisition under FLPMA.

- FLPMA provides for designations of areas of critical environmental concern (ACEC) in the development, revision, and amendment of resource management plans (RMPs). ACEC designations highlight areas where special management attention is needed to protect and prevent irreparable damage to important historic, cultural, scenic, or other values. An ACEC must be both “relevant” (contain a significant historic, cultural, or scenic value) and “important” or have special significance or be particularly vulnerable.
- The BLM identifies and prioritizes, or sets criteria for prioritizing, parcels for acquisition in its land use plans. Under the authority of Sections 205 and 206 of FLPMA, BLM field offices work with partners and willing sellers

to acquire high-priority parcels by purchase, donation, or exchange.

- Under the authority of Section 205 of FLPMA, BLM field offices obtain funding from the Land and Water Conservation Fund, other federal appropriations, land trusts, mitigation funds, and other sources to purchase high-priority parcels. The BLM also collaborates with land trusts and other nongovernmental organizations to leverage donations of high-priority nonfederal parcels.
- Under the authority of Section 206 of FLPMA, the BLM exchanges property to accomplish a variety of management goals, including protection of cultural and historic resources. The act authorizes the exchange of federal lands for nonfederal lands with significant resource values. An approved RMP must identify the federal lands included in an exchange as suitable for disposal.

**Training:** Through its National Training Center, the BLM offers a week of comprehensive in-person cultural resources training in Phoenix, Arizona. The BLM also sponsors classes in the Archaeological Resources Protection Act (ARPA) and tribal consultation and has a variety of individual classes available through the National Training Center website.

### **DOI and BLM Performance Measures**

The CRM program’s performance measures for FY 2011 through FY 2013 are compared to the performance goals and measures contained in the Interior Strategic Plan. Mission area 1 from the plan is to provide natural and cultural resource protection and experiences. Goal #2 for mission area 1 is to protect America’s cultural and heritage resources. Strategy one for achieving this goal states “Protect and maintain the nation’s most important historic areas and structures,



archaeological sites, and museum collections. Supporting performance measures include:

- Percent of archaeological sites 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 Interior Strategic Plan define an archaeological site as “a location where human activities once took place and left some form of material evidence behind.” Performance measure templates define good condition for this measure as “a site that is intact, structurally sound, stable, and maintains its character and material.” Table 1 presents the archaeological sites 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

	<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>Number of archaeological sites (total number of known sites meeting good condition at the end of the reporting period/total number of monitored sites from the beginning of the reporting period)</b>	60,521/ 71,644	69,363/ 80,653	64,562/ 75,918
<b>Percentage in good condition</b>	84%	86%	85%
<b>Annual goal</b>	83%	85%	85%
<b>Goal met?</b>	Yes	Yes	Yes



The BLM calculates this performance measure by dividing the total number of sites monitored that are stable, and thus considered to be in good condition, by the total number of sites monitored from the beginning of the reporting period in the BLM's CRM annual reports.

**Historic Structures.** 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 BLM 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.

Historic structures are considered to be in good condition when the structure is “intact, structurally sound, stable, and maintains its character and material,” according to performance measure templates. Table 2 presents historic structures performance data for FY 2011 through FY 2013. 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			
	2011	2012	2013
<b>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)</b>	193/400	197/410	217/421
<b>Percentage in good condition</b>	48%	48%	52%
<b>Annual goal</b>	49%	48%	48%
<b>Goal met?</b>	No	Yes	Yes



In 2007, the BLM developed an initial list of historic sites with standing structures on which maintenance dollars were spent. Since that time, additional historic structures have been added to the inventory, which has had the effect of reducing the overall percent of structures in good condition.

**Museum Collections.** Museum collections are defined in 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. In FY 2010, the BLM began reporting all facilities that manage BLM museum collections (those managed by the BLM and other federal and nonfederal repositories), rather than only the three managed by the BLM (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). Collections are considered to be in good condition if 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. Table 3 presents museum collection performance data for the last 3 fiscal years.

**Table 3. Museum Collection Data**

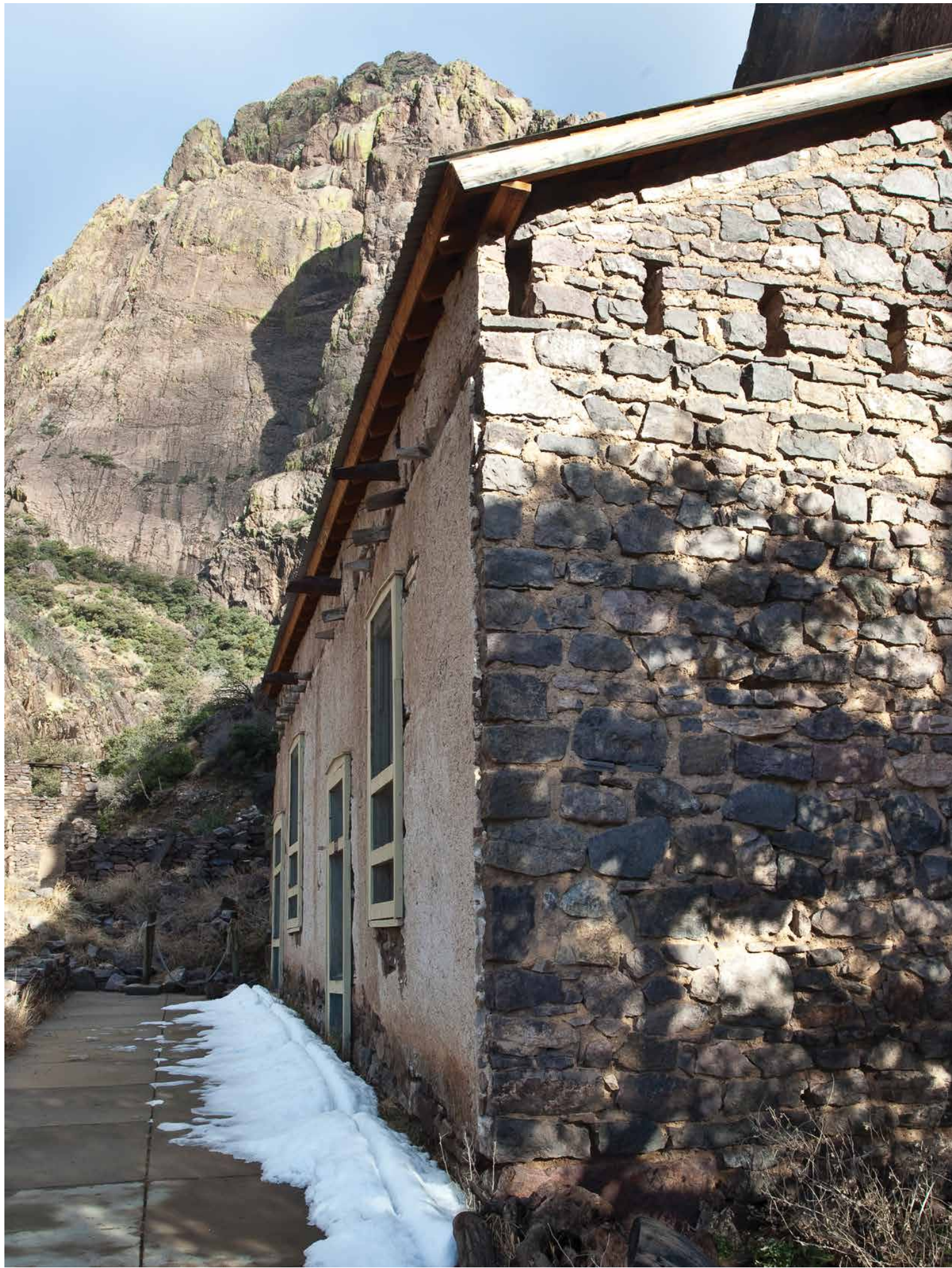
Mission Goal. Resource protection: protect the nation’s natural, cultural, and heritage resources.

End outcome goal. Protect cultural and natural heritage resources.

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

	<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>Number of collections</b>	118/142	120/144	123/143
<b>Percentage in good condition</b>	83%	83%	86%
<b>Annual goal</b>	77%	83%	83%
<b>Goal met?</b>	Yes	Yes	Yes









## THE BLM BUDGET, 2011-2013

### BLM Emphasis Areas

The BLM ensures multiple use of the public lands by distributing funding across each of the Interior Strategic Plan mission areas through the development of emphasis areas. 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 2016. The FY 2011-2013 budgets emphasized the following themes, as shown in Table 4:

- **New Energy Frontier.** Support the President's goal of promoting and facilitating renewable energy development on public lands.
- **Youth in the Great Outdoors.** Support programs and partnerships that engage youth in natural resources management; encourage young people and their families to visit, explore, and learn about the public lands; and promote stewardship, conservation, and public service.
- **Cooperative Landscape Conservation and Climate Change Adaptation.** Implement a scientific approach to improve understanding of the existing condition of BLM landscapes at a broader level; identify potential impacts from climate change; and develop and implement strategies to help native plant and animal communities adapt to climate change.
- **America's Great Outdoors.** Reconnect Americans to the outdoors by expanding and improving opportunities for recreation, education, and scientific activities.
- **Wild Horse and Burro Program.** Pursue a new strategy for managing wild horses and burros that places a greater emphasis on population-control methods and puts the program on a sustainable track, while ensuring the humane treatment of these iconic animals.
- **Sage-Grouse Habitat Management.** Implement sage-grouse conservation measures to help prevent the future listing of this species for protection under the Endangered Species Act.
- **Western Oregon Strategy.** Increase the volume of timber offered for sale; support key resource management planning objectives; increase surveying for rare, uncommon, or endangered species; and facilitate joint development of a recovery plan for the northern spotted owl.



**Table 4. FY 2011-2013 Budget Emphasis Areas**

<b>Priority</b>	<b>FY 2011</b>	<b>FY 2012</b>	<b>FY 2013</b>
<b>New Energy Frontier</b>	x	x	x
<b>Youth in the Great Outdoors</b>	x	x	x
<b>Wild Horse and Burro Program</b>	x	x	x
<b>America's Great Outdoors</b>	x	x	x
<b>Cooperative Landscape Conservation/Climate Change Adaptation</b>	x	x	x
<b>Sage-Grouse Habitat Management</b>		x	x
<b>Western Oregon Strategy</b>		x	x

## Cultural Resources Management Program Funding

Appropriated funding for the CRM program supports proactive inventory and management of cultural sites and historic properties, paleontological localities, museum collections, data associated with these resources, and general tribal coordination. Funds are 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. Generally the CRM program spends about 80 percent on labor and 20 percent on operations. The BLM submits prioritized proposals for one-time funding projects through a database, and projects are selected through criteria established by the Washington Office.

The CRM program also works within all of the BLM's budget emphasis areas because of the NHPA Section

106 compliance requirements. BLM state offices charge the costs associated with processing commercial applications and conducting tribal consultation for specific projects to the benefiting subactivities, including renewable energy, fluid minerals, coal, timber, grazing, and abandoned mine lands. The BLM also uses cost recovery authority, when appropriate, to charge land use applicants for processing permits.

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. See Table 5 for the CRM program's FY 2011 through FY 2013 appropriated funding levels.

**Table 5. Appropriated Funding Levels for the Cultural Resource Management Program for Fiscal Years 2011, 2012, and 2013**

<b>Fiscal Year</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>Enacted Budget</b>	\$16,816,000	\$16,105,000	\$15,131,000

In FY 2011, the CRM program was appropriated \$16,816,000, according to the BLM Operating Plan. This included an increase of \$400,000 for Antiquities Act reprogramming, an increase of \$400,000 for general program activities, and a reduction of \$195,000 for administrative costs. The general program activities increase allowed the CRM program to accomplish social landscape assessments and inventory of areas with special significance to tribal and various public communities. In FY 2011, the program focused on two principal initiatives. One, the program developed a new national programmatic agreement to replace the 1997 version. Second, the program supported the Cultural Resources Data Sharing Partnership (CRDSP), which the BLM manages in partnership with SHPOs.

In FY 2012, the CRM program was appropriated \$16,105,000, a decrease of \$711,000. This included a general funding decrease of \$437,000, administrative savings of \$208,000, an information technology reduction of \$40,000, and a \$26,000 rescission. In FY 2012, the program emphasized support of the CRDSP, support of priority heritage tourism projects, and commemoration of the 150th anniversary of the Homestead Act.

In FY 2013, the CRM program was appropriated \$15,131,000, a reduction of \$974,000, heavily due to the sequester. This amount represents a 6 percent decrease and \$1,198,000 less than the President's FY 2013 budget request. The CRM program was directed to maintain core activities such as inventory of high-sensitivity areas, monitor and stabilize the most threatened resources, support activities of the Office of Law Enforcement and Security, implement the new Paleontological Resources Preservation subtitle of the Omnibus Public Land Management Act, and play a role in developing the DOI tribal consultation policy. Reductions were taken from one-time project funds, as opposed to base support for labor and overhead.

As such, nearly all projects prioritized for FY 2013 were cancelled. This also resulted in a loss of partner contributions, as most proactive management projects represent collaborations with nonfederal organizations that also commit resources to on-the-ground management efforts.

**National Landscape Conservation System.** The NLCS is composed of specific geographic areas of BLM-administered land designated by acts of Congress or presidential proclamations to be specially managed to enhance their specific conservation values, while allowing for appropriate multiple uses. The BLM's 37 national monuments, national conservation areas, and similar designations are part of the NLCS and encompass more than 8.8 million acres. National monuments and national conservation areas were appropriated \$31,870,000 in FY 2011, \$31,819,000 in FY 2012, and \$29,909,000 in FY 2013. The strategic goals of the national monument and national conservation area program are conserving, protecting and monitoring, managing existing rights, supporting scientific discovery, developing partnerships, providing education, and promoting youth programs. FY 2011 project funds directed toward cultural resource management went toward curation, rock art mapping, archaeological testing, and enhancing visitor services. FY 2012 and FY 2013 funds primarily supported management of monuments, planning, and outreach.

**Division of Decision Support, Planning, and NEPA.**

In FY 2011, this division used \$120,000 to fund landscape-level studies for Alaska; Burley, Idaho; and the Lower Salmon River in Idaho. The information from these studies will be incorporated into the BLM's future RMP revisions to facilitate consideration of land use authorizations. The information will help identify areas that are suitable and unsuitable for development and help avoid impacts to significant cultural resources, including areas of traditional cultural importance to



American Indian tribes. In the past, these studies have included research review of existing NHPA Section 106 inventory data, development and testing of predictive models, American Indian 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.** 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 CRM program include upgrading museum collections; supporting data management; supporting site stewards; conducting proactive inventories; performing site recordation and data recovery; site restoration, stabilization, and management; and conducting field schools, Project Archaeology Leadership Academy programs, national historic trail certification, and ethnographic and landscape studies.

Cooperative agreements are used when the primary purpose is to provide public support 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. Table 6 shows the amount funded to the CCS program and the ratio of support from FY 2011 through FY 2013.

**Table 6. Summary of Challenge Cost Share/Cooperative Management Agreements Funding (FY 2011 – 2013)**

<b>Fiscal Year</b>	<b>Number of Projects</b>	<b>Cooperator Input (\$)</b>	<b>BLM Input (\$)</b>	<b>Cooperator: BLM Ratio</b>
<b>2011</b>	11	223,000	158,000	1.4:1
<b>2012</b>	4	87,000	87,000	1:1
<b>2013</b>	6	208,000	125,000	1.7:1

**Deferred Maintenance and Capital Improvement Program.** The deferred maintenance program identifies critical stabilization and rehabilitation needs and prioritizes them for funding through their condition and asset priority. Deferred maintenance projects can involve cultural resources and are prioritized according to DOI budget guidance and BLM direction, which considers health and safety factors, accessibility, resource protection and compliance, or other deferred

maintenance needs. In accordance with DOI policy, historic-era standing properties and maintenance and construction of infrastructure improvements that protect cultural and fossil resources can be prioritized for funding. The maintenance program supports improvements to visitor services at historic sites and to energy efficiency of historic structures. For FY 2011 through FY 2013, the program supported the following locations:

#### FY 2011

- Empire Ranch preservation, Arizona (\$715,000)
- Section Foreman's House stabilization, Oregon (\$44,000)
- Piedras Blancas Light Station lead paint removal, California (\$381,000)
- Garnet Ghost Town water system upgrade, Montana (\$348,000)

#### FY 2012

- Section Foreman's House stabilization, Oregon (\$324,000)
- Rogue River Ranch structural repairs, Oregon (\$224,000)

#### FY 2013

- Mount Irish archaeological site rock art, Nevada (\$165,000)
- Rogue River Ranch structural repairs, Oregon (\$454,000)
- Palmerita Ranch work on abandoned well, Arizona (\$10,000)
- Abandoned New Verde uranium mine historic structure stabilization, Colorado (\$25,000)
- Walking Box Ranch and Red Rock Campground structural repairs, Nevada (\$3,000)
- Rhyolite historic townsite asbestos removal and structure stabilization, Nevada (\$25,000)
- Round Tangle Lake trail, Alaska (\$24,000)
- Painted Rocks Petroglyph Campground parking improvement, Arizona (\$12,000)
- Empire Ranch solar power installation, Arizona (\$161,000)
- San Pedro House solar power improvement, Arizona (\$101,000)

**Land Acquisition.** The land acquisition area promotes conservation of natural landscapes and resources by consolidating public ownership within nationally designated management units. Land acquisition work supports the America's Great Outdoors initiative and

the NLCS by preserving national monuments, wild and scenic river corridors, and wilderness areas. The work performed in this functional area also preserves natural and cultural heritage resources, provides opportunities for environmentally responsible recreation, restores at-risk resources, and maintains functioning ecosystems through land acquisition. These funds are to be spent only for purchasing land or interests in land pursuant to a line-item appropriation; an inholding, emergency, or hardship allocation; or administrative or congressional reprogramming. The program works closely with more than 80 nonfederal organizations to identify opportunities and execute purchases. For FY 2011 through FY 2013, the locations of land acquisition projects with the primary purpose of improving management of cultural resources include:

#### FY 2011

- Canyons of the Ancients National Monument, Colorado (\$1,374,000)
- Chain-of-Lakes Special Recreation Management Area/Lewis and Clark National Historic Trail, Montana (\$283,000)

#### FY 2012

- Grand Canyon-Parashant National Monument, Arizona (\$1,824,000)
- Canyons of the Ancients National Monument, Colorado (\$364,000)
- Chain-of-Lakes Special Recreation Management Area/Lewis and Clark National Historic Trail, Montana (\$1,142,000)
- La Cienega ACEC/El Camino Real de Tierra Adentro National Historic Trail, New Mexico (\$1,915,000)
- Sandy River ACEC/Oregon National Historic Trail, Oregon (\$2,278,000)

#### FY 2013

- Grand Staircase-Escalante National Monument, Utah (\$660,000)



## Land Acquisition Highlight

**Colorado, Canyons of the Ancients National Monument.** In December 2010, the BLM completed fee purchase of the 3.83-acre Thomas property within the Canyons of the Ancients National Monument. The parcel (with improvements) was purchased with \$400,000 of Land and Water Conservation Fund appropriations. The purchase was assisted by The Conservation Fund. The most visited area of the national monument is the Sand Canyon Trailhead (45,000 annual visitors). Access to the trailhead lies immediately west of the Thomas property. Acquisition of this parcel allows the BLM to prevent health and safety issues. There is often an overflow of vehicles parking on and along county Road G (known for its narrow, rolling, curvy, and high-speed alignment). Purchase of the parcel provides a location to construct a safe parking area, volunteer and seasonal housing, and an interpretive facility for the public.

Also, in July 2011, the BLM completed fee purchase of the 1,855-acre Veach parcel within the Canyons of the Ancients National Monument. The parcel was purchased with \$974,000 of Land and Water Conservation Fund appropriations. This purchase was also assisted by The Conservation Fund. The Veach property was the second largest acquisition completed by the BLM within the national monument and was the last remaining private inholding within the southern quadrant of the monument.

**Other Funding Sources.** The BLM actively pursues other sources of funds where available. Benefitting programs pay for NHPA Section 106 staff work and support projects that streamline the compliance work, such as the 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 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 through a federal permit. 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 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. FY 2015 is the final year of this authority.

The American Recovery and Reinvestment Act (ARRA) of February 2009 provided funds for job preservation and creation, infrastructure investment, energy efficiency and science, and other purposes for the fiscal year ending September 30, 2009. Some projects that benefit historic properties were completed during the current Preserve America reporting period, including projects addressing the sustainability of historic structures, stabilization and preservation of the 1928 Big Horn adobe gas station, and information development to help the BLM and its partners manage national historic trails.

## American Recovery and Reinvestment Act Highlight

**Arizona, Sonoran Desert National Monument.** The BLM's National Historic Trails Inventory Project used ARRA funds, staff resources, partnerships with trail associations, and consulting firms to develop an innovative field inventory and data management program that now serves as a model for federal historic trail management on America's public lands. The BLM implemented the project to meet the National Trails System Act requirement to protect, preserve, and provide access to that most intangible of trail resources, the "opportunity to vicariously share the experience of the original users of a historic route" (16 U.S.C. 1251).

The BLM used funds from the ARRA to contract for the inventory of more than 247 linear miles along the Oregon, Mormon Pioneer, California, and Pony Express National Historic Trails. Archaeologists located and recorded 206 trail segments, 130 associated sites, and 64 isolated resources. The BLM completed a visual setting inventory at various observation points along the corridors and provided a historic landscape integrity analysis at each point.

The six trails in the National Historic Trails Inventory Project—El Camino Real de Tierra Adentro, Old Spanish, California, Oregon, Mormon Pioneer, and Pony Express National Historic Trails—hold the history of the Spanish, Mexican, and Easterner's experience of the historic West. The trails also tell the story of the modern West and the transformation of once wide-open landscapes that vexed and challenged the colonists, emigrants, and traders seeking their futures and fortunes along ancient travel routes. Because these trails now lie on America's new energy frontier, and because they have complex heritage, recreation, and archaeological values, they cannot be managed with conventional cultural resource management tools alone. The project has yielded innovative, effective methods for documenting trail settings, recording trail attributes and resources, creating trail information archives, and managing trail data that set a standard for federal historic trail management.

NHPA Section 111 authority provides agencies the ability to retain rental income from historic properties. The BLM has extremely limited inventory of historic buildings that are suitable for occupation but seeks available opportunities.

## NHPA Section 111 Highlight

**Montana, Dillon Field Office.** In FY 2013, the Montana Dillon Field Office reported that the Ney Ranch is almost complete and will be available for public use as a recreational rental cabin. An investment of \$127,000 of ARRA funding allowed for foundation and sill log repairs, new floor joists, enhancements to exterior log walls, new exterior doors, window repairs, and a new wood stove and solar power system for electric lighting. Kitchen cabinetry and furniture for the bedroom, kitchen, and living room was purchased and installed as well. The cabin will comfortably handle between 4 and 8 visitors per rental.



Several BLM state offices use, 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.

The Southern Nevada Public Land Management Act of 1998 allows the BLM to sell public land within a specific boundary around Las Vegas, Nevada, and retain 85 percent of the revenue for use by the Secretary of the Interior for a variety of purposes, including parks, trails, capital improvements, and conservation initiatives.

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

**Volunteers.** From FY 2011 to FY 2013, the BLM’s CRM program made outstanding use of volunteers and hosted workers, as Table 7 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 approximately 7 percent of all BLM volunteer hours for the benefit of the CRM program (BLM 2011a, 2012a). 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 cataloguing, 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 7. Volunteer Contributions to the Cultural Resource Management Program (FY 2011-2013)**

<b>Fiscal Year</b>	<b>Volunteer CRM Hours</b>	<b>Hosted Worker CRM Hours</b>	<b>Total CRM Hours</b>	<b>Total BLM Hours</b>	<b>Percentage of Volunteer Program</b>
<b>2011</b>	78,107	7,606	85,713	1,187,726	7.2
<b>2012</b>	72,751	14,364	87,115	1,146,434	7.6
<b>2013</b>	74,657	11,162	85,819	1,152,971	7.4

## 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.

**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 in 2008, 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 8.

**Table 8. BLM Noncollectible Heritage Asset Information Reported Per Statements of Federal Financial Accounting Standards No. 29 (FY 2011-2013)**

<b>Noncollectible Heritage Asset Type</b>	<b>FY 2011</b>	<b>FY 2012</b>	<b>FY 2013</b>
<b>National Monument</b>	15	17	19
<b>Conservation Area and National Conservation Area</b>	17	17	17
<b>Cooperative Management and Protection Area</b>	1	1	1
<b>National Recreation Area</b>	2	2	2
<b>Outstanding Natural Area</b>	3	3	3
<b>Wilderness Area</b>	220	220	220
<b>National Wild and Scenic River</b>	69	69	69
<b>Headwaters Forest Reserve</b>	1	1	1
<b>National Historic Trail</b>	11	13	13
<b>National Scenic Trail</b>	5	5	5
<b>National Recreation Trail</b>	35	35	36
<b>Lake Todatonten Special Management Area</b>	1	1	1
<b>National Natural Landmark</b>	41	41	43
<b>National Historic Landmark</b>	16	16	17
<b>Fossil Forest Research Natural Area</b>	1	1	1
<b>Special Area</b>	4	4	5
<b>Archaeological Protection Area</b>	2	2	2



BLM State Directors certify the condition of national historic landmarks on an annual basis. In FY 2011 through FY 2013, all noncollectible heritage assets were reported to be in acceptable condition with the exception of the Comstock (Virginia City) Historic District/National Historic Landmark in Nevada, which was reported to be in unknown condition.

**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. The BLM reports on all facilities holding BLM museum collections, as shown in Table 9.

**Table 9. Collectible Heritage Assets Information (FY 2011-2013)**

Location	FY 2011	FY 2012	FY 2013
<b>Federal Facilities</b>	7	7	7
<b>Nonfederal Facilities</b>	133	134	141

Notes: Increases to the number of facilities can result from permitted collecting activities or a collection being placed in a new repository; decreases may result from a collection being transferred from one curatorial facility to another.

**BLM Property Management.** The BLM complies with Executive Order 13327, "Federal Real Property Asset Management," by reporting real property to the FRPP database. The BLM also complies with a departmental mandate to use FBMS as the system of record for FRPP data.

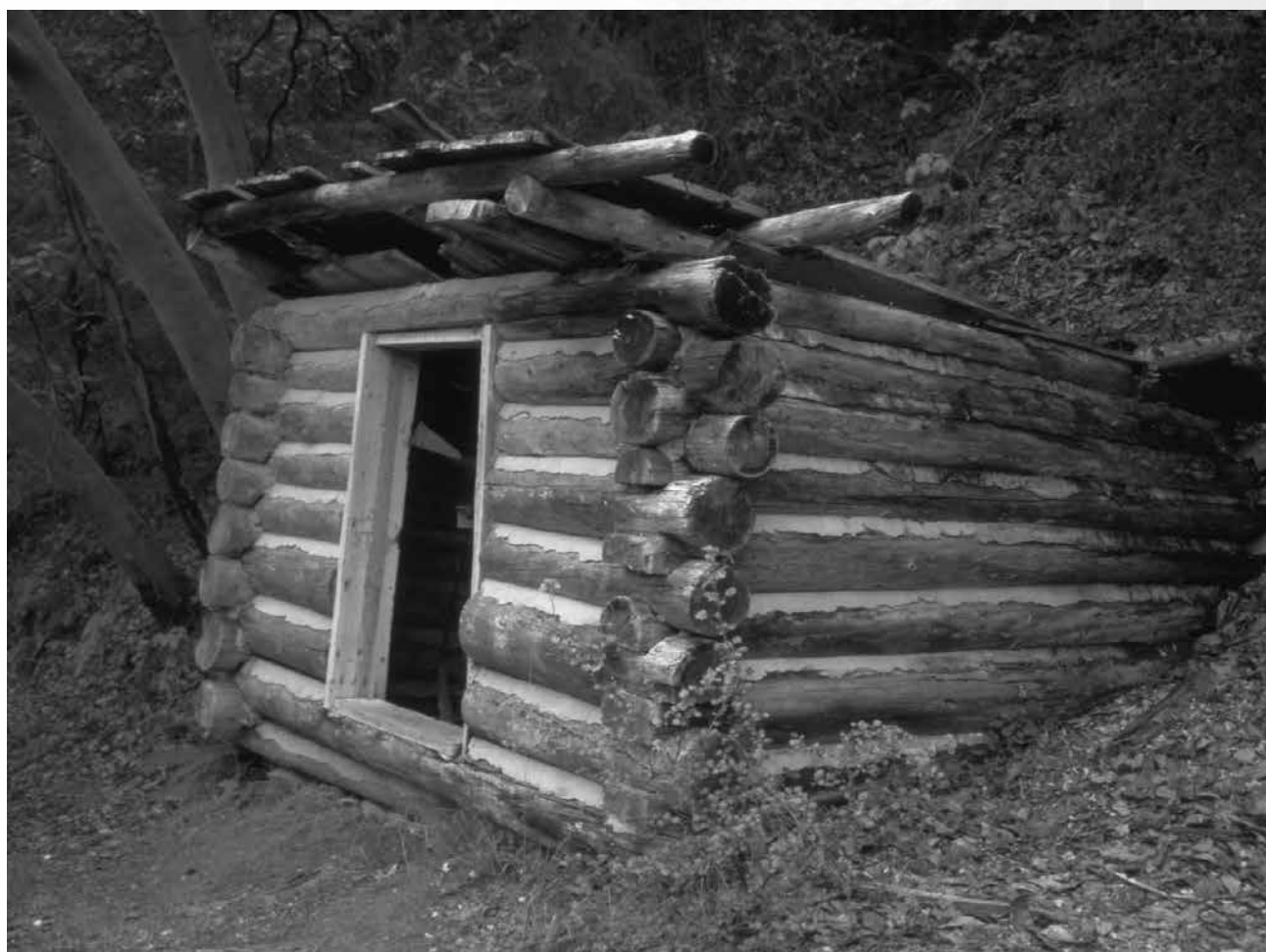
FRPP and FBMS both contain condition and priority indexes, as well as other data, that assist the BLM in making asset management decisions, including the following attributes for historic status: national historic landmark, National Register listed, National Register eligible, noncontributing element of NHL/NRL district, not evaluated, or evaluated and not historic. The BLM recognizes the need for the property and cultural resources programs to work together to assure the reliability of FBMS and FRPP historic status data.

The BLM encourages line managers to dispose of unnecessary assets and redirect funds to those assets that are critical to the BLM mission. In recent years, specific funding has been set aside for the purpose of facilitating real property disposals.

Per DOI policy, site condition assessments are required to be conducted every 5 years on all recreation and administrative sites. The BLM uses standardized unit costs to estimate costs in a consistent manner. Estimated costs include replacement values and both annual and deferred maintenance costs. The condition index is a simple ratio of deferred maintenance cost to replacement value. The terms "deferred maintenance" and "repair needs" are sometimes used interchangeably, including in 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 NHPA Section 106 criteria to ensure consideration of potential adverse effects. The BLM's Asset Management

Plan 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 them, and these alternatives are pursued prior to proceeding with the disposal process.



Cabin near the Rogue Wild and Scenic River, Oregon





Riddle Brothers Ranch National Historic District, Oregon



## THE BLM CULTURAL RESOURCE MANAGEMENT PROGRAM STATISTICS UPDATE

### Overview

The BLM Washington Office's CRM program maintains an inventory of cultural resources through its annual reporting process. Data are 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, American Indian consultation, museum collections, NAGPRA, partnerships, volunteers, and cooperative management agreements. The fact sheet on accomplishments from FY 2011 to FY 2013 that are relevant to this report can be found in Appendix B.

### Inventory

The BLM made significant progress in intensive inventory, with more than 4.2 million acres inventoried (see Figure 1 for inventory highlights). However, this is an 11 percent decrease from the inventory accomplished between FY 2008 and FY 2010. The decline is undoubtedly due to the overall decrease in applications for commercial development, especially oil and gas. These declined from a high of 16,450 in FY 2008, when 935,534 acres were intensively inventoried, to 9,323 in FY 2013. To some degree, this relationship was counteracted by the larger project footprint of many renewable energy projects. An additional 30,204 cultural properties were inventoried for a total of 358,515 to date. The vast majority of inventory continues to be performed by permitted consultants under contract to land use applicants. There were an average of 774 cultural resource use permits in effect between FY 2011 and FY 2013, of which an average of 411 were worked. This again is a significant decline from the previous Preserve America reporting period.





Figure 1. Highlights of BLM inventory achievements from FY 2010 through FY 2013

### Inventory Highlights

- Alaska, Central Yukon Field Office.** In June 2013, the Central Yukon Field Office archaeologist conducted preliminary archaeological probability surveys for a cultural RMP for the joint National Science Foundation and University of Alaska-Fairbanks Toolik Field Station on Alaska's North Slope. This project involved several days of helicopter-supported surveys on BLM lands used for arctic research by the field station. Helicopter time and availability were provided to the BLM by the National Science Foundation with the goal of preparing an agreement that streamlines the permitting of scientific work in the vicinity of the field station. The project is coordinated by the field office archaeologist, with support from the National Science Foundation and the University of Alaska and extensive involvement of field station geographic information specialists and managers.
- Arizona, Yuma Field Office/Colorado River District.** For several years, the BLM Yuma Field Office has partnered with Arizona Western College to record thousands of petroglyphs located inside the National Register-listed Sears Point Archaeological District and the Sears Point ACEC. In FY 2013, the Yuma Field Office completed this project with the help of a Flagstaff-based company that specializes in rock art recording. The final report includes a photo database and a critical analysis of the petroglyphs, as well as the archaeological features, a condition assessment, and numerous management recommendations for preservation of the district and the ACEC as a whole. The rock art database stores all of the maps, photographs, and rock art panel descriptions and will be a critical tool for monitoring the petroglyph panels as public visitation increases in the area. To date, more than 2,000 rock art panels, 10,000 individual glyphs, and 300 archaeological features have been recorded in detail by a dedicated group of volunteers who have contributed more than 1,700 hours to the project fieldwork.

## National Register of Historic Places Nominations

During this reporting period, the Secretary of the Interior designated three national historic landmarks:

- Murray Springs Clovis Site, Arizona
- Carrizo Plain Archaeological District, California
- Denver and Rio Grande Railroad San Juan Extension (Cumbres and Toltec Scenic Railroad), Colorado

The BLM also completed 13 National Register registrations that included 348 individual properties. The properties included various types, as shown below:

- **Mining:** Animas Forks, San Juan County, Colorado; Placer Gulch Boarding House, San Juan County, Colorado; Minnie Gulch Cabins,

San Juan County, Colorado; Gold Prince Mine, Mill, and Aerial Tramway, San Juan County, Colorado; Calamity Camp, Mesa County, Colorado.

- **Homesteading/Ranching/Settlement:** Gus Nelson Homestead, Fergus County, Montana; Carbon Cemetery, Carbon County, Wyoming.
- **Archaeological Sites:** Nine Mile Canyon, Carbon County, Utah; Muddy Creek Site Complex, Carbon County, Wyoming; Finley Site, Sweetwater County, Wyoming; Southsider Shelter, Big Horn County, Wyoming.
- **Traditional Cultural Property/Historic Landscape:** JO Ranch Rural Historic Landscape, Carbon County, Wyoming; Green River Drift Trail Traditional Cultural Property, Sublette County, Wyoming.

### National Register Highlight

**Wyoming.** The JO Ranch Rural Historic Landscape was listed on the National Register in FY 2011. This ranch complex consists of 17 contributing structures, sites, or objects within 353 acres in the Rawlins Field Office. Acquired in 2004, the BLM has fenced and protected the primary ranch buildings associated with 19th century Spanish sheep ranching. The landmark is associated with events that made a significant contribution to the broad patterns of regional history. Volunteers cleared brush, removed litter, constructed fencing, and erected signs at the site during a National Public Lands Day event.

## Planning

As noted previously, the BLM Division of Decision Support, Planning, and NEPA (WO-210) provided \$120,000 for new landscape-level studies in FY 2011. It provided direct support for cultural landscape overviews

of early settlement in Alaska; Burley, Idaho; and the Lower Salmon River in Idaho. Cultural resources were also part of broader land, travel, and trails management planning projects. Planning efforts completed during this period include the following highlights:



## Planning Highlights

- **Alaska, Anchorage Field Office.** In FY 2013, the Anchorage Field Office archaeologist participated in land use planning efforts by inviting 67 tribes and 4 Alaska Native corporations to participate in government-to-government consultation regarding the Bering Sea-Western Interior RMP. The field office also continues work on the analysis of the management situation for the RMP. The work on this RMP is anticipated to continue into 2014 and 2015. Other planning efforts expected to continue in FY 2014 include the Haines Block Plan Amendment to the Ring of Fire RMP and the Campbell Tract Special Recreation Management Area Plan Amendment to the Ring of Fire RMP.
- **Arizona, Yuma Field Office.** The Yuma Field Office completed the La Posa Travel Management Plan. The planning area, a 400,000-acre parcel of public land surrounding the town of Quartzite, included more than 750 recorded archaeological sites and more than 300 roads that pass through those sites. Cultural resource protection was a driving force in the development and implementation of the plan.
- **California, California Desert District Office.** In FY 2013, the BLM California State Office reported that it had begun the Desert Renewable Energy Conservation Plan with the El Centro Field Office, State of California, and American Indian tribes. As a result of the plan, two new ACECs are proposed to protect and highlight significant cultural resources: the Ocotillo ACEC and the Picacho ACEC. Both ACECs encompass land of great importance to local American Indian tribes. In addition, the El Centro Field Office has recommended that three existing ACECs be expanded to include new areas of previously unknown cultural resource sensitivity.
- **New Mexico, Taos Field Office.** In FY 2013, the “Galisteo Basin Archaeological Sites Protection Act General Management Plan” was completed. The plan and its implementation through an assistance agreement with the New Mexico Office of Archaeological Studies establishes steps multiple agencies can take to record, evaluate, protect, stabilize, and interpret large, nationally significant, protohistoric archaeological sites in the Galisteo Basin southeast of Santa Fe. The plan incorporates input from several pueblos with historic ties to the sites. The plan stipulates the development of individual management plans for each of the archaeological sites currently included in the act, and the Taos Field Office took the lead in preparing a plan for one of the sites (La Cieneguilla Pueblo), which will serve as a model for the development of similar plans for the remaining 23 sites covered by the act. Taos Field Office cultural staff and senior management initiated and concluded consultation with multiple tribal organizations, in conjunction with a number of proposed actions, including those related to the new Rio Grande del Norte National Monument and the Galisteo Basin Archaeological Sites Protection Act.
- **Wyoming, Lander Field Office.** In FY 2012, the Lander Field Office planning document established landscape-scale protection of the national historic trail corridor through the southern part of the Lander Field Office. Ground breaking in its scope, the RMP significantly increased buffer zones of protection surrounding the Oregon, California, Mormon Pioneer, and Pony Express National Historic Trails.

## Management

As shown in Figure 2 and Appendix B, the number of properties monitored for condition increased about 14 percent from FY 2010 to FY 2013. The percentage of properties in stable as opposed to deteriorating condition also increased from FY 2010 to FY 2013, from 90 percent to 93 percent. The average percentage of properties under physical or administrative protection measures decreased by 13 percent between FY 2010 and FY 2013. In the NHPA Section 106 realm, the numbers of undertakings that required a minimum of a literature search rose in FY 2011 to 10,777, rose again in FY 2012 to 11,205, but dropped in FY 2013 to 9,323, the lowest since FY 1998. The number of properties for which adverse effects were avoided increased, and the number of Section 106-related data recovery projects declined dramatically from 263 in FY 2010 to 98 in FY 2013. The number of sites reported destroyed without mitigation increased from FY 2010 to FY 2013 but never reached FY 2008 levels. The number of non-Section 106 data recovery or research projects stayed at or near the same. The BLM

increased enforcement activities related to ARPA, as indicated by an increase in ARPA incidents detected, but the number of persons arrested and the number of convictions declined.

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, including in the management of historic and other structures. 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 construction program includes several projects that may be considered as models of sustainable management. Examples include solar installations funded with BLM construction funds for the historic Empire Ranch complex and the San Pedro solar improvement project.

### Sustainability Highlight

**Arizona, Las Cienegas National Conservation Area.** The historic Empire Ranch complex, located east of Sonoita, Arizona, is managed by the BLM Las Cienegas National Conservation Area. The Empire Ranch solar power installation project will provide solar power systems for five buildings within the complex: the Vail House, tack room, Huachuca House, field station, and garage. The system was sized using net-zero energy principles and will connect to the existing utility grid through the electrical service meter.

Finally, as required by ARPA, national heritage education programs, such as Project Archaeology, Hands on the Lands, and state and field office activities are an important aspect of the BLM resource protection strategy.



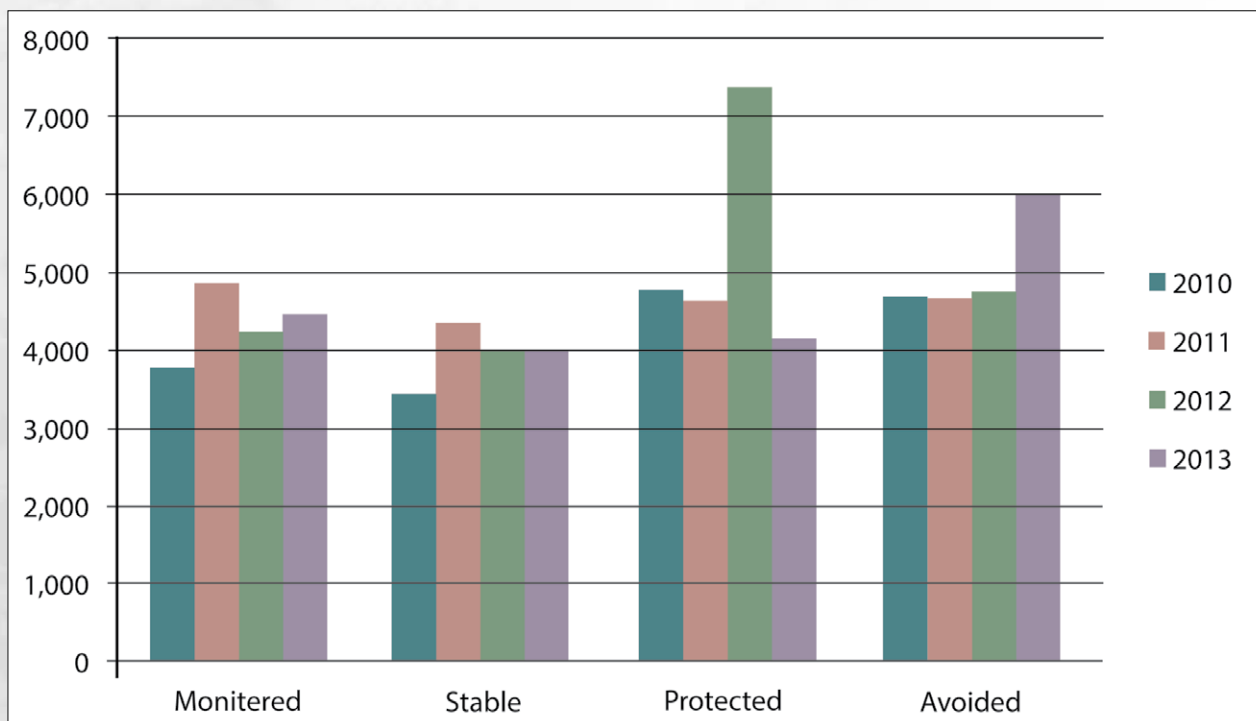


Figure 2. Trends of key management indices from FY 2010 through FY 2013

### Protection and Sustainability Highlights

- Arizona, Kingman Field Office.** Dating back to the 1880s, the historic Palmerita Ranch is located west of Wickenburg, Arizona, and features adobe houses, a bunk house, a cemetery, barns, corrals, and irrigation works. Cornerstones Community Partnerships provided hands-on training on stabilization techniques and adobe brick making. A series of workshops led to restoration of several adobe buildings and improvement of in-house capability for adobe structure stabilization and repair work.
- California, Bakersfield Field Office.** The field office completed documentation and condition assessments for the final 17 rock art sites. The database of baseline condition is vital to the management of these significant resources located within the Carrizo Plain Archaeological District National Historic Landmark. In addition, high resolution digital photography is currently the best method available to “preserve” these sites, which will continue to be subject to natural- and human-induced degenerative processes. Proactive management and preservation programs continue to be implemented for the important heritage resources on the monument. This includes management of public visitation at the sacred site of Painted Rock with tribal partners and the development of preservation measures for travel management, dispersed camping, and other potential sources of effects.
- California, Bishop Field Office.** Following the theft and vandalism of six petroglyph panels in October 2012, the Bishop Field Office gave more than 30 interviews with local and international media outlets. The office also conducted 20 public presentations that informed more than 1,000 individuals, including 540 youth, about the importance of archaeological site protection and the BLM mission.

- **Eastern States, Lower Potomac Field Station.** The BLM Eastern States office executed an interagency agreement with the National Park Service's Historic Preservation Training Center to stabilize the Chiles homesite chimneys. This work took place during September 2013. BLM resource specialists and archaeologists from the Eastern States and Northeastern States Field Office monitored the work.
- **Idaho, Burley Field Office.** Between May and June of 2011, the Idaho Department of Parks and Recreation conducted maintenance on an unauthorized off-highway vehicle trail within the American Falls Archaeological District. This activity took place without a permit, as required by ARPA, and caused soil disturbance and displacement of a lithic, bone, and ground stone scatter. This led to the disturbance of 519 cubic feet of soil, which cumulatively covered 1,495 square feet of ground surface. The cost of restoration and repair, in combination with the archaeological value, equates to \$139,473. A notice of violation under ARPA was filed with the Idaho Department of Parks and Recreation in July 2011. In response, the department agreed to work with the BLM to repair the damage, assist in closing the unauthorized trail, and perform public outreach. As such, the violation will be resolved administratively.
- **Nevada, Sierra Front Field Office.** Two individuals were successfully prosecuted for theft of artifacts from the Grassy Ranch site—a site containing several archaeological resources from the Great Basin Archaic culture, which dates as far back as before 10,000 years ago. The first individual received a felony conviction, 3 years of probation, a \$3,600 fine, and a \$100 assessment. The second individual pled guilty to a misdemeanor and received a sentence of 30 days in prison, 3 months of home detention, and 1 year of supervised probation.
- **Oregon, Medford Field Office.** The Big Windy Fire burned close to the National Register-eligible Zane Grey cabin. The cabin and other out-buildings were wrapped with fire resistance material to protect them from falling cinders and ash, which helped ensure the site's survival during the 2013 wildfire.
- **Wyoming, Lander Field Office.** Professional art conservators traced panels of shield at the Castle Gardens Rock Art site in central Wyoming. This National Register site has been photographed and studied for 75 years. The 2013 tracings, however, provided the first accurate representation of the rock art elements and surrounding natural rock features. A total of 52 rock art panels were traced containing dozens of individual elements. The color and black and white versions of each panel will be used for scientific research and public interpretation.









## UPDATES TO PROGRAM POLICY AND PROCEDURES

### Revision of the National Programmatic Agreement

The 1997 national programmatic agreement was in place for 15 years. During that time, the 36 CFR part 800 regulations that implement Section 106 of the NHPA were rewritten, most significantly in 2004. The BLM, ACHP, and National Conference of State Historic Preservation Officers (NCSHPO) believed the programmatic agreement needed to be updated to align more closely with the regulations, particularly with respect to the roles of American Indian tribes and consulting parties in the Section 106 process. Following an extensive process of outreach and consultation with tribes and other stakeholders that began in August 2008, the BLM, ACHP, and NCSHPO collaboratively published a draft revision strategy in December 2009, a draft programmatic agreement in September 2010, and a final draft programmatic agreement in December 2011. The final draft was executed in February 2012.

The revised programmatic agreement includes the following key changes to the BLM's NHPA Section 106 process when operating under the programmatic agreement implemented through a BLM-state protocol:

1. The BLM committed to revise relevant manual sections to be consistent with the definitions of “adverse effect” and “consulting parties” in the 2004 36 CFR part 800 regulations. This change eliminates the provision that an undertaking otherwise found to be adverse may be considered not adverse, when a historic property is of value only for its potential contribution to archaeological, historical, or architectural research and when such value can be substantially preserved through the conduct of appropriate research, and such research is conducted in accordance with applicable professional standards and guidelines.
2. The BLM is required to consult with the relevant SHPO, American Indian tribe(s), and other consulting parties for all undertakings that will adversely affect properties that are eligible for listing in the National Register, and for the development of any procedures such as project-specific programmatic agreements pursuant to 36 CFR 800.14(b)(3).
3. The BLM is required to invite the ACHP's participation for:
  - Nonroutine interstate and/or interagency projects or programs.
  - Undertakings adversely affecting national historic landmarks.



- Undertakings that the BLM determines to be highly controversial.
  - Undertakings that will have an adverse effect and with respect to which disputes cannot be resolved through formal agreement between the BLM-SHPO, such as a memorandum of agreement.
4. The ACHP has the authority to participate on its own initiative or at the request of the SHPO, an American Indian tribe, a local government, an applicant, or other consulting party, in a manner consistent with its role under 36 CFR part 800 and criteria under Appendix A of 36 CFR Part 800.
  5. The BLM is required to follow the process under 36 CFR 800.14 for the development and approval of program alternatives, including project-specific programmatic agreements.
  6. The BLM and SHPO protocols implementing this agreement must address the following new items:
    - A means for making a schedule of pending undertakings available to the public and American Indian tribes on a regular basis.
    - The manner in which public participation and involvement of consulting parties is addressed for protocol-guided compliance processes.
    - A commitment to fulfill tribal consultation obligations.
    - Provisions for resolving disagreements between the BLM and SHPO.
    - The circumstances under which the BLM or the SHPO may choose to operate under the 36 CFR Part 800.3 through 800.7 in place of the BLM-SHPO protocol.

The programmatic agreement also requires BLM state offices to take action to review and update, as needed, their BLM-SHPO protocols and to enhance tribal relationships, as listed below:

1. Within 12 months of execution of this agreement, each BLM State Director or his/her designee will meet with the relevant SHPO to review and consider the need for changes in the protocol to meet minimum requirements in this programmatic agreement and notify the ACHP of the results of the review.
2. The BLM-SHPO protocols determined to require revision must be changed within 24 months of the date of this agreement.
3. Within 12 months of execution of this agreement and in coordination with other State Directors, as appropriate, each State Director will have begun contacting American Indian tribes that are affected by BLM undertakings within his or her jurisdiction on a regular basis for the purpose of initiating a discussion about ways in which the BLM and each tribe can foster better communication, including:
  - Identify geographic areas, types of historic properties, and undertakings of concern to American Indian tribes.
  - Identify confidentiality concerns.
  - Answer questions on the existing BLM-SHPO protocol.
  - Provide a tribal point of contact for the state office and each district and field office in his or her jurisdiction.
  - Develop a process for providing information and schedules of pending actions, including land exchanges, permits, and approvals, on a regular basis.

- Offer American Indian tribes the opportunity to establish a formal ongoing relationship through an agreement for conducting the consultation required under the NHPA Section 106 within the framework of the BLM's government-to-government relationship with American Indian tribes and other authorities.

In February 2014, the deadline to revise protocols was extended to February 9, 2015. As of May 2014, four states have executed revisions: Alaska, California, Idaho, and Wyoming.

## Permitting Improvement Efforts

Section 5 of the national programmatic agreement, executed in February 2014, provides specific circumstances and conditions in which the ACHP should be notified and invites the ACHP to participate in the project review process. One of these specific circumstances includes compliance for major infrastructure projects. Such projects include industrial-scale renewable energy (solar and wind) development and major, interstate transmission lines. Solar projects are often very large and may cover as much as 7,000 acres and sometimes more. Wind projects may be even larger, covering up to tens of thousands (20,000–30,000) of acres in a few cases. Both solar and wind development have implications for direct, indirect, and cumulative impacts beyond the immediate footprint of the project. Major interstate transmission lines may run for hundreds of miles.

These projects present a number of unique challenges. They are large and visible; they often encompass multiple jurisdictions with differing procedures and standards; they may affect multiple American Indian tribes and a diverse constituency of consulting parties (including multiple SHPOs); and they are likely to adversely affect a number of historic properties. These

projects often have a high potential for controversy and are subject to heightened scrutiny. In addition, there is an emphasis on increasing efficiency in the permitting process and on improving internal and external coordination to accomplish this goal.

The current emphasis on major infrastructure projects derives from a number of presidential and secretarial initiatives, including Executive Order 13604, “Improving Performance of Federal Permitting and Review of Infrastructure Projects.” This order directs agencies to identify infrastructure projects of national or regional significance that will be subject to tracking at the national level; a number of these projects involve BLM lands. Other administration directives address major transmission development and establish the interagency Rapid Response Team for Transmission to improve the overall quality and timeliness of electric transmission infrastructure permitting, review, and consultation by the federal government on both federal and nonfederal lands.

The BLM is the lead agency for many of these large-scale renewable energy and transmission projects. As a result, the BLM heritage program has developed new approaches toward compliance with Section 106 to meet the challenges presented by these projects. The BLM, ACHP, and DOI established a Western Renewable Energy and Historic Preservation Workgroup in July 2011. Discussions on this workgroup, as well as with many others engaged in the permitting review process, led the BLM to identify Section 106 compliance policy changes conveyed in BLM Instruction Memorandum 2013-020, “Section 106 Compliance on Major Infrastructure Projects.” The BLM heritage program has also provided guidance to improve the efficiency and effectiveness of the permitting process through regular conference calls, other measures addressing large project compliance challenges, and Information Bulletin 2013-060,



“Interim Guidance for Compliance with Section 106 of the National Historic Preservation Act and Tribal Consultation for Major Infrastructure Projects,” and Information Bulletin 2014-055, “Interim Guidance, Tribal Consultation; Questions and Answers for Major Infrastructure Projects; Legal Parameters in the Section 106 Tribal Consultation Process.”

In addition, the BLM is implementing a landscape-scale approach to land management. This approach is providing the BLM heritage program with the opportunity to identify critical heritage issues and areas prior to land use and project planning; to prioritize important resources for consideration and preservation; to identify and prioritize important questions; and to identify regional mitigation strategies to address direct, indirect, and cumulative impacts generated by these major infrastructure projects. One driver for adopting this approach is the need to better balance consideration of major infrastructure projects with the protection of critical resources.

## NEPA and NHPA Integration

The BLM contributed to improving the permitting review process by focusing on the integration of NEPA and NHPA. Federal agencies have independent statutory obligations under NEPA; Section 106 of the NHPA; Presidential “Memorandum on Government-to-Government Relations with Native American Tribal Governments;” and Executive Order 13175, “Consultation and Coordination with Indian Tribal Governments.” Offices must complete both the NHPA Section 106 process and tribal consultation prior to making a final decision on a proposed action. Coordination of activities required by these authorities allows the BLM to: (1) conserve resources by gathering information that supports both requirements at once; (2) reduce redundancy and avoid delays by synchronizing the schedules for meeting both requirements; (3) facilitate communication with the public and tribes regarding when and how to

contribute to the BLM decisionmaking processes for various issues; and (4) reduce litigation liability by ensuring that the requirements of both laws are met in a timely manner.

Accordingly, in April 2012, the BLM issued Instruction Memorandum 2012-108, “Coordinating National Historic Preservation Act and National Environmental Policy Act Compliance.” This memorandum provides instruction on gaining efficiencies by coordinating compliance procedures and the BLM’s tribal consultation responsibilities. It establishes a policy of coordination and includes a side-by-side chart, boilerplate language for notices of intent, and frequently asked questions.

In July 2012, the BLM assigned the BLM preservation officer to perform a detail with the White House Council on Environmental Quality to assist with the development of a national handbook on NEPA and NHPA integration. The handbook, titled “NEPA and NHPA: A Handbook for Integrating NEPA and Section 106,” is a joint publication between the Council on Environmental Quality, Executive Office of the President, and ACHP and was published in March 2013. The BLM disseminated the new handbook with Information Bulletin 2013-061. The concepts and practical advice in this handbook are not new policy. The procedures outlined in the handbook are consistent with existing policy and authorities. The BLM Washington Office Divisions of Cultural, Paleontological Resources, and Tribal Consultation; and Decision Support, Planning, and NEPA provided training for the Washington Office and field staffs on the substance of the handbook. Major sections include:

- A detailed review of the most important similarities and differences between NEPA environmental reviews and Section 106.
- “Roadmaps” for coordination when a proposed action meets the criteria for a categorical exclusion, environmental assessment, or

environmental impact statement and for when an agency uses the NEPA substitution process.

- A short section on emergency procedures under NEPA and Section 106, which were added after Hurricane Sandy.
- A short section on successfully concluding Section 106 and NEPA environmental review procedures.
- Illustrations, examples, sidebars with additional information, and a side-by-side chart of similar terms.
- A detailed checklist for use in following the substitution process and in reviewing documentation for the substitution process.

Many opportunities for integration depend on aligning the NEPA and Section 106 reviews at the beginning of the project planning process. By developing comprehensive versus independent parallel schedules and communications plans, agencies are able to make the best use of resources, especially if integration includes the design and timing of resource studies needed to support the NEPA and Section 106 reviews. Comprehensive plans also give stakeholders and the public information that helps them to focus their efforts in the most effective and efficient way. If NEPA and Section 106 inform each other throughout the process, agencies may make better use of information gained from public engagement, consultation, and specialized studies, which can lead to more informed decisions.

## Tribal Consultation Policy Development

A November 2009 presidential memorandum directed federal agencies to develop a plan to comply with Executive Order 13175, “Consultation and Coordination with Indian Tribal Governments.” An interagency Tribal Consultation Team composed of tribal officials from across the nation and representatives from each DOI bureau completed a

draft plan that was published for public comment in May 2011. After considering public and tribal concerns, Secretary Ken Salazar signed Secretarial Order No. 3317, “Department of the Interior Policy on Consultation with Indian Tribes,” in December 2011. The order adopted new departmental policy on tribal consultation and established new responsibilities, positions, performance metrics, and goals.

In January 2012, the BLM issued Instruction Memorandum 2012-062, “Implementation of the Department of Interior Tribal Consultation Policy.” It transmitted Secretarial Order No. 3317 and requested each BLM state office to conduct an assessment of regional and local policy and procedures related to tribal consultation to determine if they are in conformance with the new policy. The DOI policy describes consultation as a “deliberative process that aims to create effective collaboration and informed Federal decision-making where all parties share a goal of reaching a decision together.” The policy and associated secretarial order direct each bureau to review and revise, as appropriate, its consultation policy in order to conform to the principles embraced in the DOI policy. The bureau-specific process should begin with reviewing existing tribal consultation practices and policies of all agency programs and making needed revisions to comply with the DOI policy. Instruction Memorandum 2012-062 requires each State Director or District/Field Manager designee to:

- Complete an internal assessment of tribal consultation practices for consistency with the new policy.
- Identify impediments to conformance with the new policies, and remove where feasible.
- Address deficiencies in existing state and national policies on tribal consultation.
- Develop recommendations or plans for improvements, including opportunities for



cooperation and coordination across jurisdictional and agency boundaries to increase efficiency and effectiveness.

Also, in accordance with the new policy, bureaus are required to incorporate performance measures consistent with the new policy into the annual performance plans of employees; to report annually on the results of their efforts to promote consultation, including the scope, cost, and effectiveness of consultation activities; and to designate a tribal liaison officer to assist the BLM in achieving compliance with this policy.

Key components of the DOI policy that are relevant to the BLM include:

- The DOI and its bureaus will consult on any regulation, rulemaking, policy, guidance, legislative proposal, or operational activity that may have a substantial direct effect on an American Indian tribe.
  - The bureaus will include appropriate performance measures consistent with this policy in future annual performance plans of their employees.
  - The DOI will develop and deliver training based on core competencies to enhance mutual understanding of cultural perspectives and administrative requirements between tribal and federal officials.
  - Leadership in the DOI bureaus will strive to advance innovative consultation practices and identify impediments to consultation.
  - Consultation will follow a common phased process, outlined in the policy, except where a bureau and tribe agree to a specific consultation protocol.
  - Each bureau shall designate a tribal liaison officer to guide implementation and conformance with the DOI and bureau policy.
- The key principles of tribal consultation include:
    - Meaningful direct involvement of the agency official who has delegated authority for disposition of the subject action.
    - Recognizing the transparent and deliberative nature of consultation as opposed to an invitation to comment under NEPA.
    - Initiating consultation early in the life cycle of a proposed subject action.
    - Making a reasonable effort to invite tribal consultation, which may involve repeated invitations.
    - Communicate final decisions with a summary explanation of how expressed tribal concerns were taken into account.
    - Conducting consultation in the context of an ongoing relationship involving regularly recurring meetings where appropriate.

The implementation of the revised national programmatic agreement of February 2012 should be coordinated with the implementation of Secretarial Order 3317, promoting improved communication and building ongoing relationships with tribes. The results of these assessments should result in a consistent and effective tribal consultation process.

Instruction Memorandum 2012-062 acknowledged that the new policy may require revision of various BLM manual and handbooks, including, but not limited to, BLM Manual 8120, "Tribal Consultation Under Cultural Resource Authorities," and BLM Handbook H-8120-1, "General Procedural Guidance for Native American Consultation." A return to more comprehensive guidance also responds to recommendations from tribes in a national outreach effort the BLM began in August 2008.



## EXEMPLARY PARTNERSHIPS

The BLM relies extensively on partnerships for management of cultural and other resources on public lands. Partners include other federal agencies, tribes, state agencies, municipalities, nongovernmental entities such as friends groups and national conservation associations, industry, and dedicated volunteers. The availability of funds for proactive cultural resources inventory and management projects and for seasonal help impacts the BLM's ability to sustain partnerships, as partnerships depend on regular funding and staff continuity. Delays in enacted budgets, decreases to the CCS program, reductions to the CRM program, and decreased BLM staff time due to the challenge of compliance for large-scale renewable energy projects limit the BLM's ability to recruit and maintain these important longstanding partnerships. The following examples highlight work the BLM was able to accomplish with the help of partners between FY 2011 and FY 2013.

### Resource Protection

**California, Bakersfield Field Office.** The BLM is achieving the restoration of the historical and natural landscape at the Piedras Blancas Light Station in partnership with the State of California and the American Indian community associated with the property. In 2012, lead-based paint was removed from the brick light tower, and the cast iron features were stabilized. The new paint, which has the appearance of the original whitewash, will allow the structure to “breathe” more effectively, enhancing preservation. In 2013, work was performed to help restore the wooden water tower. The Bakersfield Field Office partners with the Piedras Blancas Light Station Association to expand interpretation and restoration to meet public demand, hosting as many as 4,000 visitors a year.

**California, El Centro Field Office.** The Imperial Valley Desert Museum located in Ocotillo, California, houses thousands of BLM historic artifact collections recovered from the El Centro Field Office management area. In FY 2013, the museum reached a significant milestone by completing the reconditioning of all artifacts (more than 20,000) under their care and supervision. This 5-year reconditioning process ensured that the artifacts—many collected in the 1970s and 1980s—are stored in archival-quality acid-free boxes, tissue, and bags. Moreover, this process also allowed museum employees and volunteers to convert the out-of-date card catalog into a new digital software system used by professionals throughout the museum industry. The effort to update the storage of the museum's collections began in the fall of 2009 with the employment of three BLM cultural resource interns through the CCS program. These interns and the field office archaeologists spearheaded an effort to bring the collections up to current museum standards, which ultimately engaged hundreds of volunteers through August 2013. Over the course of the last 5 years, volunteer hours totaled more than 3,000 on this project, and it included assistance from the local Girl Scout troop.



**Colorado, Gunnison Field Office.** The Gunnison Field Office partnered with the Hinsdale County Historical Society, HistoriCorps, Colorado Youth Corps Association, and Colorado State Historical Fund to stabilize the Tobasco Cabin, located near the summit of Cinnamon Pass along the Alpine Loop Scenic Byway. The State Historical Fund awarded \$86,000, and the Federal Highway Administration's National Scenic Byways Program provided \$19,000. Tobasco Cabin is associated with the Tobasco Mine and Mill complex, a large historic mining, transportation, and milling site consisting of adits, waste piles, an aerial tram system, mill, and several domestic residential structures in varying states of condition. The "hog trough" construction of the Tobasco Cabin represents a unique and rare type of construction. The site dates between the 1880s and 1920s and was recently listed on the National Register. This project was completed in October 2012.

**New Mexico, Las Cruces District Office and Taos Field Office.** New SiteWatch chapters were established in Carlsbad and Hobbs, New Mexico. SiteWatch trains volunteers to assist land management agencies and their preservation partners in the protection of New Mexico's cultural resources. The new chapters currently include more than 30 members and monitor more than 30 cultural resources sites and several archaeological districts. Forty-five SiteWatch volunteers within the Rio Puerco Field Office watch over more than 700 individual properties and install anti-looting/anti-vandalism signs. In addition, 20 official site stewards from two different chapters now formally monitor critical archaeological and historic sites in the area. The Las Cruces District uses volunteers to visit and assess the condition of more than 100 archaeological and historic sites and districts. Ten new members were trained and certified within the established Northwest New Mexico Site Steward Program. The Taos Field Office uses SiteWatch

volunteers from the Galisteo and Taos groups. They patrol more than 35 sites and have helped repair vandalism at numerous rock art panels in the Rio Grande Gorge and along a trail near La Cieneguilla Petroglyphs Site.

#### **Utah, Grand Staircase-Escalante National**

**Monument.** In 2011, the Grand Staircase-Escalante National Monument initiated a site steward program administered by the Grand Staircase-Escalante Partners, a nonprofit organization dedicated to assisting the monument. Initial training was held in May and June 2011, and an additional three sessions were held in FY 2012. Volunteers proceeded to accomplish hundreds of hours of site monitoring and to identify and help record new archaeological sites.

**Wyoming, Pinedale Field Office.** The BLM, Shell Western Exploration and Production LP, Ultra Resources, Inc., and Rocky Mountain Power completed an agreement to mitigate adverse effects to the setting of Lander Road and allow continued development of the Pinedale Anticline natural gas field. As the result of an NHPA Section 106 compliance agreement, the three companies funded the purchase of the property and made it available to the public as the New Fork River Crossing Historical Park. The 82-acre park is similar to what emigrants saw 150 years ago and is scheduled to open in 2014.

## **Research**

**Arizona, Kingman Field Office.** As of 2013, the Burro Creek-Pine Creek Archaeological Field School was in operation for 10 years. Since 2003, the Kingman Field Office and Pima Community College Centre for Archaeological Field Training have been working under a cooperative agreement to conduct 100 percent of the Class III surveys of the Upper Burro Creek Wilderness watershed. The purpose of the agreement is to: (1) inventory sites on public land so they can be

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managed more effectively; (2) reconstruct the area's settlement history, including the relationship to hilltop fortifications; and (3) provide students with a high-quality field school experience while teaching them about BLM cultural resource management practices. All sites are intensively recorded and revisited each season to monitor their condition.

**Colorado, Canyons of the Ancients National Monument.** The Jagiellonian University's Sand Canyon-Castle Rock Community Archaeological Project is the first independent Polish archaeological project in the United States and seeks to further understanding of prehistoric community organization within the 13th century Puebloan society. FY 2013 was the third year that the project director and a group of graduate and undergraduate archaeological students from Krakow, Poland, conducted research at the Canyons of the Ancients National Monument. While the project's primary focus is on the Sand Canyon/East Rock Trail area of the monument, the expedition also ventured a few miles north into the poorly documented Sandstone Canyon. Working with the monument archaeologist, the group conducted extensive electrical resistivity analysis of the soil deposits at the base of a 120-meter long petroglyph panel. Other than the petroglyphs, no cultural material had been previously located at this site. Preliminary results indicate intact prehistoric architecture is present beneath nearly 1.5 meters of aeolian soils at the base of the rock art panel. Additionally, BLM personnel trained the project's graduate students at this site in the use of close range photogrammetry. The BLM arranged and paid for all housing during the 6-week project.

**Colorado, Kremmling Field Office.** The North Park Cultural Landscapes Project is an ongoing archaeological research investigation by the University of Northern Colorado on the American Indian occupation of North Park in Colorado. The objective

is to gather scientific data regarding the earliest inhabitants of North America through cultural survey, site recordation and analysis, site testing, excavation, field and laboratory analysis, and ethnographic studies of the Northern Ute Tribe. During 2013, researchers and students conducted geophysical investigations on Buffalo Ridge and Ballinger Draw.

**Idaho, Burley Field Office.** In June and July of 2013, the Burley Field Office hosted a Utah State University field school at Lake Channel near American Falls, Idaho. Nine students from Utah State University conducted test excavations in the sweltering dunes that are currently a popular destination for off-road vehicles. The steep-walled Lake Channel feature—formed during the Bonneville Flood (a catastrophic flooding event of the last ice age)—was an important destination for the ancestral Shoshone, with numerous sites continually being exposed in the deflating sand. The students evaluated five sites on BLM land, providing the agency with the information needed to make management decisions for the area.

**Idaho, Salmon Field Office.** The Coopers Ferry archaeological site is one of the most significant sites for BLM Idaho. The Coopers Ferry Project began 5 years ago with Oregon State University. Excavations at the sites in 1997 revealed a storage/cache pit with four Western Stemmed Tradition projectile points and a lithic toolkit with dates of 11,370 and 11,410 radiocarbon years. These dates calibrate to about 13,000 calendar years old, contemporaneous with early Clovis. The Coopers Ferry Cooperative Conservation Public Outreach project incorporates an active public outreach effort with local residents and recreationists who float the Lower Salmon River. Visitors are given tours of the site and are brought to the excavation units to observe artifacts and features as they are uncovered by the Oregon State University field school students. Public responses to the outreach efforts have been



overwhelmingly positive. In 2009, the BLM initiated the agreement with Oregon State University, which annually contributes more than 7,000 volunteer hours and, to date, has contributed a total of 36,300 volunteer hours valued at \$803,600.

**New Mexico, Las Cruces District Office.** The Southern Mimbres Archaeological Project is a CCS project with the University of Oklahoma to define the Southern Mimbres Mogollon culture continuum, from the pithouse period through the Classic Mimbres phase. FY 2013 was the fourth year of the agreement, which is accomplishing a large amount of archaeological surveying in the Las Uvas Mountains and Peloncillo Mountains Wilderness Study Areas of southwestern New Mexico for the benefit of the district office. The project also benefits masters and doctoral candidates by providing training in field survey technique, archaeological site recording, and report production.

**Oregon, Medford District Office.** The BLM Medford District partnered with Southern Oregon University to host two archaeological field schools. The Battle of Hungry Hill Field School was conducted in the Grave Creek Hills and focused on locating the physical evidence of the Battle of Hungry Hill, a violent encounter between indigenous Rogue River people and the U.S. military in 1855. The project strengthened working relations with the Cow Creek Band of Umpqua Indians, Confederated Tribes of Siletz Indians, Confederated Tribes of Grand Ronde, and the SHPO. A second field school focused on evaluating a 70-acre parcel of BLM land located along the Rogue River in an area where a prehistoric site had been heavily looted. The work was partially funded under a partnership with the Oregon Parks and Recreation Department.

## Cultural Diversity

**Arizona, Kingman Field Office.** In the late 1990s, two previously known Hualapai burial sites from

between the 1920s and 1930s were relocated on BLM land 10 miles southwest of Kingman, Arizona, in an unincorporated area known as Golden Valley. In November 2005, a BLM archaeologist visiting the area noted that the burial area had been vandalized and that several of the headstones were stolen. A rigorous investigation immediately commenced. With no leads, both the BLM and Hualapai Tribe reached out to the public and offered a substantial reward for any information leading to the recovery of the headstones. Approximately 1 year later, all of the stolen headstones were returned anonymously to the side of the road near the historic burial area. The headstones were held in BLM possession until recently when strategies for protection were put in place and a memorandum of understanding was developed. Arizona's former State Director met with the Hualapai Tribal Council in April 2011 to discuss the Golden Valley Cemetery, as it is now known, and the proposed strategies to protect the area. It was agreed that the Kingman Field Office would conduct a Class III survey of 250 acres around the cemetery locations to ensure that all burials in the area were identified. In addition, the field office contracted the services of Ohio Valley Archaeology, Inc., to conduct a geophysical remote sensing survey of the two burial areas to ensure that all graves were identified prior to construction of a protective fence. No additional burials were identified, which allowed for the fence design to be engineered and finalized.

**Arizona, Kingman Field Office.** The Mohave Valley Ethnographic Study originated with numerous consultations regarding the importance of the Mohave Valley to the Fort Mojave Indian Tribe. Many of these consultations were in response to a number of controversial undertakings that have taken place over the last decade within the valley. The field office plans to complete traditional cultural property nominations for several important sites within the Mohave Valley. The University of Washington has been compiling gray literature, conducting interviews with tribal elders and

traditional practitioners, and training the Aha Macav Cultural Society to assist in conducting interviews and transcribing the data collected. The information gathered from the tribal elders will be used to create a document depicting the importance of this landscape to not only the Fort Mojave Indian Tribe but to other tribes along the lower Colorado River.

**Montana, Missoula Field Office.** The field office signed an agreement with the Salish Kootenai College to develop and implement a formal, collaborative tribal college student internship program. The internship will advance the education and training/experience of American Indian students pursuing degrees in disciplines associated with natural resource management (e.g., forestry, hydrology, cultural, wildlife biology) and identified as critical occupations to the BLM mission. The internship will last 12 weeks (mid-June through mid-September) during the summer field season. As part of their degrees, Salish Kootenai College requires students to take part in an internship program and write an undergraduate thesis based on their internship experience. In an effort to support internship and recent graduate programs, the BLM Washington Office provided \$15,000 to this program in 2013.

**Montana, Dillon Field Office.** In June 2013, the BLM and U.S. Forest Service cohosted the fourth year of Bridging the Divide, a natural and cultural resources field camp for tribal high school youth. The intention of the field camp was to place tribal students in an outdoor classroom for a more “hands on” approach to science- and social sciences-based learning and to show them different career opportunities available after high school. Fifteen students from the Shoshone-Bannock Tribes and Confederated Salish and Kootenai Tribes spent the week in the outdoors working with various federal employees and tribal members to learn more about the forest environment. Students also had the opportunity to learn about the natural and cultural

landscapes of southwestern Montana and work on their traditional skills, such as constructing a tipi, making bark bags and willow baskets, constructing a drying rack, and roasting meat.

**Washington, DC, BLM Washington Office.** In 2002, President George W. Bush signed Executive Order 13256, which encourages federal agencies to establish agreements with historically black colleges and universities in order to advance equal opportunity in higher education. In response to that executive order, students and faculty at Coppin State University embarked on a research project that resulted in an indepth and thorough study of the role of African Americans in the settlement and development of the State of Colorado, with emphasis on areas near or adjacent to BLM lands. The final product of this research is an extensive, highly informative, and well-documented book, in which the Coppin State researchers unveil several little-known, but historically significant, facts relative to the important role African Americans played in shaping this state. The book, titled “Finding History’s Forgotten People: The Presence of African Americans in the Settlement of Colorado, c. 1534 to 1954,” was completed in February 2012. In this book, the researchers addressed the role of Colorado’s African Americans in areas such as mining, community building, cattle ranching, and entrepreneurship. The book provides detailed accounts of individual African Americans, the struggles they faced and overcame, their successes and failures, and their overall input into early Colorado society.

## Youth Engagement

**Idaho, Jarbidge Field Office.** Youth volunteers completed marking and recording portions of the National Register-listed Toana Freight Wagon Road Historic District in western Twin Falls County, Idaho, in April 2013. Volunteers marked approximately 13 miles of trail in the field and created a map using a



GIS. A poster and verbal reports of the project were presented to the public, students, and faculty of the local high school.

**Oregon, Burns District Office.** The Burns District cultural resources staff received assistance from the Oregon Youth Conservation Corps for a week in the summer of 2013 through the BLM youth initiative. The corps worked on painting several historic structures in the district under the direction of district staff. These included three buildings at Camp Gap Ranch, Riddle Brothers Ranch National Historic District, and Silvies Valley Ranch. The corps is composed of high school students from Harney County who work on a variety of projects for the district in the summer. The district is currently developing plans to work with the Oregon Youth Conservation Corps again to reconstruct a willow corral and apply linseed oil to two structures at the Riddle Brothers Ranch.

**South Dakota, South Dakota Field Office.** The South Dakota Field Office teamed up with BLM volunteers and local summer programs from Sturgis, South Dakota, during a 2-day event for children on prehistoric lifeways, archaeology, and wildlife. A total of 50 children in kindergarten through 8th grade, 6 teachers, and 5 BLM volunteers participated in the event. During the first day, 22 kids visited the BLM's Fort Meade Recreation Area to learn how to survey and to learn about the diverse cultural resources and how to protect them. On the second day, 28 kids attended a presentation at Sturgis Elementary School. The kids learned about BLM archaeologist careers, prehistoric stone tool flint knapping, prehistoric atlatl spear throwing, and prehistoric grain grinding with stones. Participants also played games and took part in a discussion about local wildlife and their habitats.

## Heritage Tourism and Outreach

**Washington, DC, BLM Washington Office.** The BLM led the nation in commemorating the importance

and lasting effects of the Homestead Act of 1862 on its 150th anniversary. The BLM engaged in a wide variety of site-specific and national outreach and education efforts. These included producing a website with a timeline, historic information, photos and personal stories; a "history mystery" trunk containing a game about the realities of homesteading; participation in a symposium on homesteading at the Society for American Archaeology's annual meeting; participation in the "Making of the Plains 1852-2012" conference; providing lectures on homesteading to interpretive centers and schools; providing interpretive displays; hosting displays at sportsman shows; giving lectures at state archaeology and preservation month events; producing posters, webcasts, YouTube videos, and articles for scholarly and popular magazines; and participation in numerous site-specific events.

BLM Alaska collaborated with the City of Anchorage in its July 4, 2012, celebration to commemorate homesteading as an important part of Alaska's history. The BLM arranged to have actual homesteaders come to Anchorage and serve as grand marshals and ride in antique cars in the City's Fourth of July parade. This was followed by the homesteaders individually greeting the townspeople and tourists and relating their experiences in a BLM-Alaska homestead exhibit facility. The homesteaders also signed commemorative posters designed by the BLM. The BLM Alaska's efforts received a special recognition award from the BLM and Alaska Senator Mark Begich.

BLM Montana and Montana Preservation Alliance launched a CCS partnership project to commemorate the 150th anniversary. The Montana Preservation Alliance's "Homesteading Montana" website has created a commemorative experience for the public in honor of the 150th anniversary and has raised awareness of the momentous impact this legislation had on the development of Montana ([homesteadingmontana.org](http://homesteadingmontana.org)).

In Idaho, the National Register-eligible Whiskey Springs homestead site was one of several BLM homesteads selected for a video. Onsite interviews with the Challis Field Office archaeologist and grandchildren of the original homesteader were conducted by RED, Inc. Communications as part of the Washington Office's efforts to publicize the 150th anniversary. It is hoped that this publicity will help the field office obtain additional BLM and Idaho Heritage Trust funding to finance additional stabilization of outbuildings at the site.

The BLM New Mexico Socorro Field Office developed an exhibit for the BLM's Datil Well Recreation Area Campground. The Magdalena Stock Driveway (or Magdalena Trail) was designated under the authority of the 1916 Stock Raising Homesteading Act. The well that now serves campground guests was drilled by the Civilian Conservation Corps in 1937 to provide water for herds on their way to the shipping pens in Magdalena.

**Arizona, Agua Fria National Monument.** The Agua Fria National Monument hosted the 2013 Arizona Archaeology Expo event in March. The theme was "Life on the Edge: Feast or Famine in Arizona's Past." More than 1,100 people attended this event held at the Horseshoe Ranch within the monument. The expo is the highlight event of Arizona Archaeology and Heritage Awareness Month and kicked off a series of tours, lectures, and events statewide. The BLM partnered with the Arizona Game and Fish Department, Arizona State Parks, and Arizona SHPO. A number of BLM staff assisted at the monument booth to provide information about the jobs of archaeologists, historians, and tribal staff members and the prehistory and history of the monument and Arizona in general. The expo featured a number of different archaeology-related hands-on activities, craft demonstrations, and other educational materials.

The Friends of the Agua Fria National Monument, a nonprofit organization, guided six tours of historic and prehistoric sites in the monument, and lectures were held about the monument's prehistoric cultures and features.

**Idaho, Idaho Falls District Office.** The American Rock Art Research Association's annual conference was held in Idaho Falls in May 2011. The conference was conducted in coordination with the BLM's Pocatello, Salmon, and Upper Snake Field Offices; private land owners; City of Pocatello; and Shoshone-Bannock Tribes. The conference was founded in 1974 and represents a diverse group of members who are dedicated to rock art preservation, research, and education. More than 150 individuals attended the conference and made field visits to rock art localities within 80 miles of Idaho Falls. BLM locations included the Birch Creek Rockshelters, Jaguar Cave and Indian Head Canyon, Skull Canyon, and Jackknife Cave within the Black Canyon Wilderness Study Area. BLM archaeologists and outdoor recreation planners guided several field visits and provided information regarding the general prehistory of southeastern Idaho, in addition to interpretative discussions of rock art and site-specific research. At the conference banquet, a retired BLM archaeologist was presented with a conservation award for recordation and research conducted at 75 rock art sites in southeastern Idaho.

**Nevada, Carson City District Office.** Hidden Cave is a major prehistoric cultural resource near Fallon, Nevada. The year 2013 marked 30 years of a partnership between the BLM and Churchill County Museum in the public interpretation of Hidden Cave and the related Grimes Point Archaeological Area, both rich with evidence of prehistoric occupation and use. The Carson City District hosted a symposium at the Great Basin Anthropological Conference,



titled “Inviting People In for Over Thirty Years: The Past, Present, and Future of Public Education at Hidden Cave.” In addition to the BLM, the Nevada Department of Transportation, Nevada State Museum, and American Museum of Natural History gave presentations. The highlight of the conference was a preview of a new video on Hidden Cave that was produced by the University of Nevada at Reno. The BLM provided support for production of the high-definition video, which features the nearby setting of the Stillwater National Wildlife Refuge and explains the scientific significance and cultural meaning of this important archaeological site.

**Oregon, Coos Bay District Office.** FY 2013 saw continuation of the district’s role in the six-party partnership which manages the Cape Blanco Lighthouse. The Cape Blanco headland area saw more than 20,000 visitors during the open season, and more than 13,000 of these people took the lighthouse tour. The tour fee generated more than \$14,500 for future lighthouse maintenance. An additional \$2,400 was received as donations. Renovation work was conducted to convert an existing U.S. Coast Guard garage into a new greeting center. The funds for this conversion were generated by profits from a bookstore operated by the Friends of Cape Blanco.

**Oregon, Coos Bay District Office.** The O. Howard Hinsdale property contains extensive historic plantings of rhododendrons and is an important historical landscape. In FY 2013, the BLM, in partnership with the Friends of Hinsdale Garden Reedsport, focused on maintenance and improvements to the landscape. Drip irrigation systems were completed to provide effective watering of the fragile shrubs during the summer. In addition, the Northwest Youth Corps provided garden maintenance. With assistance from the Friends of Hinsdale Garden, the garden was open to the public 1 day, receiving more than 440 visitors.

**Wyoming, Lander Field Office.** In FY 2013, the Lander Field Office continued its efforts to enhance visitor experiences and increase protection of world-class rock art at the Castle Gardens Petroglyph Site in central Wyoming. Visitors now have a gravel walking trail through the site and foot bridges to ease the crossing of deep drainages. Volunteers from Central Wyoming College excavated five hearths that were exposed near the walking trail. Seven pieces of Shoshone-style pottery were found. Very little pottery has been found near Castle Gardens, so this discovery provided invaluable evidence about the prehistoric use of the site. Future work at Castle Gardens will include a new parking area, segments of walking trail, and new interpretive panels. All of these improvements are designed to reduce the amount of vandalism by increasing public awareness of the site’s history and importance.

## Climate Change and Adaptation

**Arizona State Office.** A University of Arizona paleoarchaeologist conducted geoarchaeological research and recovered Pleistocene soil cores at the south end of the Jornada del Muerto basin. The soil cores will be used to document soil stratigraphy and to sample for radiocarbon dating and paleoenvironmental reconstruction.

**New Mexico, Rio Puerco Field Office.** As part of the Desert Southwest Cooperative Ecosystem Study Unit cooperative network, the Rio Puerco Field Office again sponsored the University of Arizona Laboratory of Tree-Ring Research summer field school. Research focused on a series of 20th century Anglo-American sawmills and one homestead in El Malpais National Conservation Area. Tree-ring dates will help establish a timeline and use of wood resources in the national conservation area. These dates will be examined in connection with research on tree clearing and arroyo formation in the national conservation area since 1935. This effort builds on research the University of

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Arizona has conducted on the long-term impacts of homesteading on the soil, hydrology, and timber of El Malpais.

**Oregon State Office.** BLM Oregon continues to sponsor the Paleoprecipitation Climate Model Project with Oregon State University. To date, the university has sampled 109 mussel shells from various archaeological sites and from modern examples. Researchers have not yet incorporated new mussel shells collected during the 2013 excavations at Coopers Ferry. Radiocarbon dates will be obtained for selected samples. Of these, researchers have collected 314 prismatic shell carbonate samples for stable isotope analysis. Oxygen isotope analysis of shell carbonate is scheduled to occur at Oregon State University's College of Earth, Ocean, and Atmospheric Sciences' Stable Isotope Laboratory.

**Oregon State Office.** Two separate projects with the University of Oregon Museum of Natural and Cultural History—Clovis Quest and Paleoclimate Reconstruction—were joined in 2013 to focus research efforts at Rimrock Draw Rockshelter, a significant archaeological site in the northern Great Basin. The site is also an ideal catchment for volcanic ash and has preserved a record of the last 16,000 years. The BLM and the university museum held a 6-week archaeology field school and a 6-week geoarchaeology field school at the site in 2013. Twenty seven students and volunteers expanded excavation units that were started in 2011

and 2012. Two cross-creek trenches were excavated by backhoe, and stratigraphic profiles were documented by geoarchaeology students. Paleoclimate research will focus on detailed ash identification, pollen analysis, and local and regional geoarchaeology.

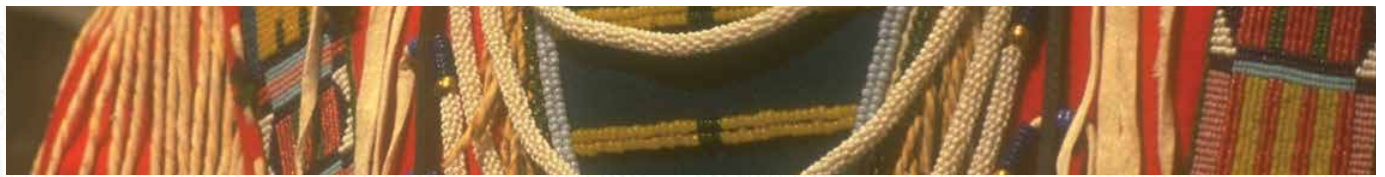
#### **Utah, Grand Staircase-Escalante National**

**Monument.** Fieldwork in the FY 2013 season was dominated by projects run in cooperation with the Colorado Plateau Archaeological Alliance, a nonprofit organization dedicated to promoting archaeological conservation and research. In a continuation of the pollen core project begun the previous year, University of Utah student volunteers and monument archaeologists conducted a 640-acre, block inventory of the canyon bottom, cliff faces, and plateau top in the vicinity of Meadow Canyon. This is the location of the second pollen core collected in an effort to document past climatic conditions, vegetation trends, and human land use in the monument. This 640-acre inventory was designed to collect information regarding the archaeology surrounding the pollen core and further characterize the monument archaeology. More than 50 sites were recorded, including historic signatures, pueblo-era occupation and storage sites, prehistoric rock art, and some of the earliest upland Anasazi sites yet documented in the monument. Paleoecologists and graduate students from Northern Arizona University made two field trips to the location to collect pollen cores that will be the focus of graduate student research.





Artifact collection at the National Historic Oregon Trail Interpretive Center, Oregon



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## APPENDICES

### Appendix A

#### List of Acronyms

ACEC – area of critical environmental concern  
ACHP – Advisory Council on Historic Preservation  
ARPA – Archaeological Resources Protection Act  
ARRA – American Recovery and Reinvestment Act  
BLM – Bureau of Land Management  
CCS program – challenge cost share program  
CRDSP – Cultural Resources Data Sharing Partnership  
CRM program – cultural resource management program  
DOI – Department of the Interior  
FASAB – Federal Accounting Standards Advisory Board  
FBMS – Financial and Business Management System  
FLPMA – Federal Land Policy and Management Act  
FRPP – Federal Real Property Profile  
FY – fiscal year  
GIS – geographic information system  
National Register – National Register of Historic Places  
NCSHPO – National Conference of State Historic Preservation Officers  
NEPA – National Environmental Policy Act  
NHPA – National Historic Preservation Act  
NLCS – National Landscape Conservation System  
RMP – resource management plan  
SHPO – state historic preservation office  
WO – Washington Office



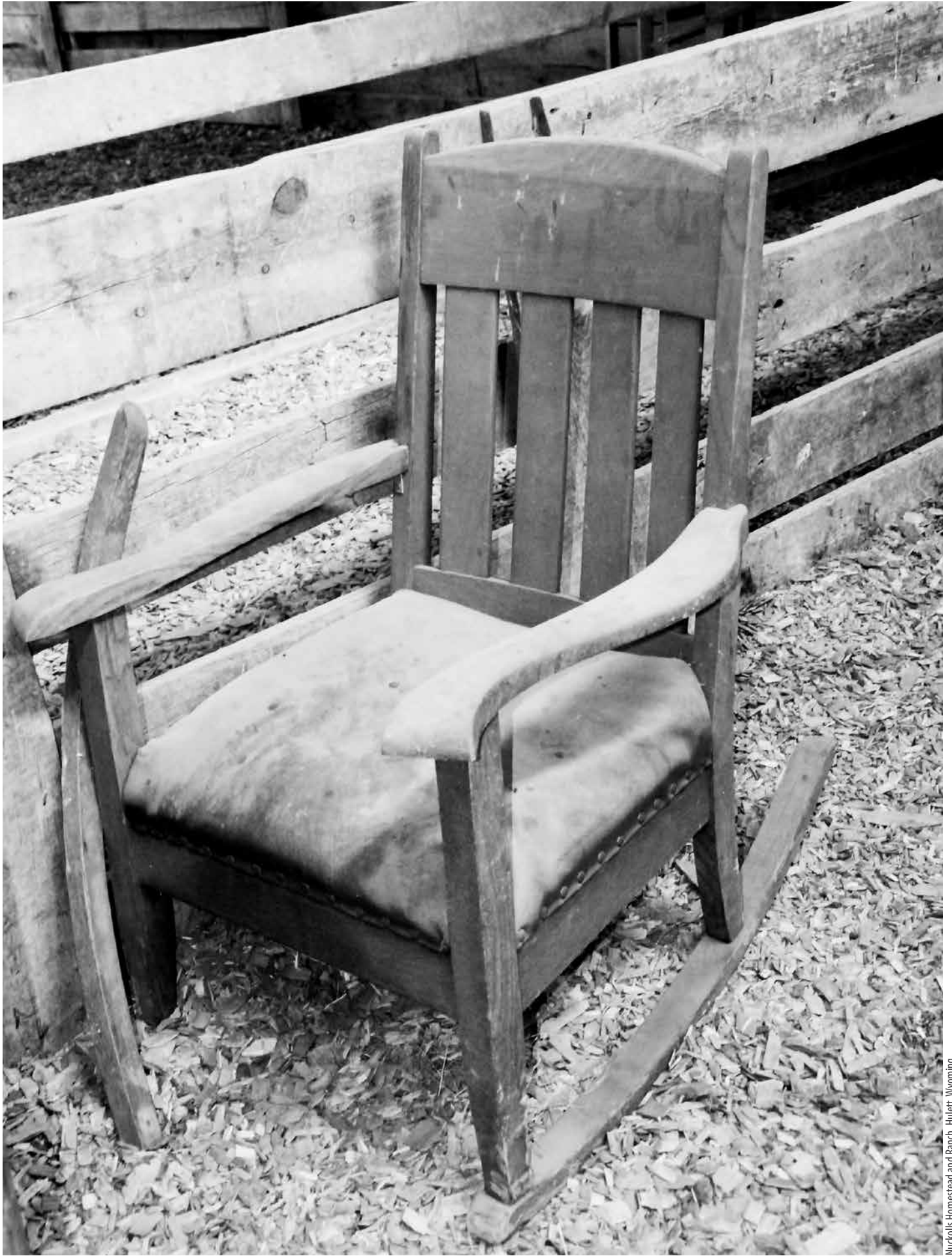
## Appendix B

BLM Cultural Resource Management Program Fact Sheet (Fiscal Year 2011-2013 Data)				
	2011	2012	2013	To Date
<b>Inventory and Evaluation</b>				
Acres intensively inventoried	678,360	797,622	802,623	25,357,622
Cultural properties recorded	9,009	11,109	10,086	358,515
Listings in National Register	9	4	0	430
Properties included in National Register listings	291	57	0	5,137
National Register eligible properties	3,572	3,436	4,020	49,734
<b>Protection, Physical, and Administrative Measures</b>				
Total cultural properties under protection measures	4,632	7,355	4,177	-
Condition monitoring, stable properties	4,397	4,041	4,026	68,588
Condition monitoring, deteriorating properties	477	233	455	11,811
Sign projects	155	225	278	-
Fence/gate projects	95	113	84	-
Stabilization projects	141	115	385	-
Ongoing protection measures	266	203	188	-
Administrative measures	825	3,096	611	-
<b>Avoidance, Mitigation, and/or Data Recovery</b>				
Properties to which adverse effects avoided	4,676	4,773	5,991	-
Completed Section 106, data recovery projects	423	192	98	-
Completed Section 106, mitigated properties	2,368	561	677	-
Properties damaged or destroyed without mitigation	1,099	1,239	1,365	-
Post-approval discoveries, undertakings	34	31	47	-
Post-approval discoveries, properties	138	233	117	-
Post-approval discoveries, undertakings requiring mitigation	89	24	27	-
Post-approval discoveries, properties	104	113	55	-
Completed non-Section 106, data recovery projects	51	38	46	-
Completed non-Section 106, properties	194	107	72	-

**BLM Cultural Resource Management Program**  
**Fact Sheet (Fiscal Year 2011-2013 Data) (continued)**

	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>To Date</b>
<b>Utilization</b>				
Permits in effect	727	762	834	-
Permits worked	444	411	379	-
Permittees whose work field-checked	230	202	190	-
Applications received	262	252	262	-
ARPA notifications	94	71	122	-
<b>Archaeological Enforcement</b>				
Incidents detected	68	99	241	-
Incidents with arrests	3	2	2	-
Individuals arrested	9	4	3	-
Incidents with convictions	14	2	9	-
Incidents with acquittals	0	2	0	-
Individual felony convictions	4	0	0	-
Individual misdemeanor convictions	9	2	6	-
Individual citations	4	4	5	-
Individual civil penalties	3	2	1	-
Fines to Treasury	\$18,155	\$675	\$925	-
Restitution to agency	\$689,936	\$177,827	\$105,408	-
Total forfeitures	\$2,500	\$350	\$1,180	-
Total rewards	\$275	\$0	\$750	-
Restoration and repair costs	\$109,133	\$64,497	\$32,791	-
Commercial or archaeological value damaged resources	\$803,261	\$54,654	\$91,717	-
Enforcement costs	\$169,109	\$97,460	\$256,200	-
<b>Public and Professional Outreach and Education</b>				
Public presentations	1,425	4,805	1,771	-
People contacted by public presentations	65,429	107,229	80,538	-
Professional presentations and articles	138	103	123	-
Heritage publications and products	39	114	35	-
<b>American Indian Consultations</b>				
Consultations with federally recognized tribes	4,084	4,381	3,713	-
Consultations with nonfederally recognized tribes	495	302	181	-





Nuckolls Homestead and Ranch, Hulett, Wyoming













