

Bureau of Reclamation Executive Order (EO) 13287, *Preserve America*, Progress Report  
for the Period Covering Fiscal Years (FY) 2014 through 2016

Section 3 of EO 13287 requires that Federal agencies report every 3 years on progress made toward addressing the EO requirements. Below are Reclamation's responses to questions posed by the Advisory Council on Historic Preservation in reporting guidance posted in June 2017.

**Question 1. How many historic properties have been identified in the past 3 years?**

Reclamation continues to identify and evaluate historic properties, with much of that work completed to comply with section 106 of the National Historic Preservation Act (NHPA). Inventory count and the National Register of Historic Places (National Register) eligibility status is summarized below. Table 1 presents more detailed information, showing the increase in inventory and evaluation over the reporting period.

In summary, as of the end of FY 2016, 14,737 individual properties were recorded and 99 historic districts identified on land under Reclamation's control or involving agency infrastructure. National Register eligibility had been assessed for 96 historic districts and 6,552 properties. There were:

- eight National Historic Landmarks (NHL), consisting of three individually listed properties and 5 NHL historic districts with 128 contributing properties;
- 46 properties listed on the National Register, consisting of 28 individually listed properties and 18 listed historic districts with 291 contributing properties;
- 3,008 properties determined eligible for listing on the National Register, consisting of 1,685 individually eligible properties and 69 historic districts with 1,254 contributing properties; and
- 3,167 properties determined to be ineligible for listing on the National Register.

During the reporting period, Reclamation invested significant effort in National Register nominations. One outcome was the listing of the Pathfinder Dam Historic District in 2015. The district consists of Pathfinder Dam, Wyoming, its associated operational facilities, and the archeological remains of the dam construction camp. Additionally, a multiple property listing (MPL) document for the Salt River Project, Arizona, and six associated nominations were finalized during the reporting period, and they were listed in 2017. The listed properties are five historic dams with three associated power plants, and a historic district consisting of the Salt River Project's principal canal system, the diversion dam and associated gatekeeper's house, and a power plant. The Pathfinder and the Salt River Project National Register listings encompass some of the most technologically and historically significant irrigation and power facilities built in the United States in the first half of the 20<sup>th</sup> century. In 2016, Reclamation drafted the nomination for the Huntley Project Office, Montana, which was listed in 2017. Reclamation also drafted the nomination form for the Mesa House site and presented it to the Nevada State Historic Preservation Officer (SHPO) and National Park Service (NPS) for review. The Mesa House listing is expected to occur in 2017. And finally, Reclamation continued work to prepare an MPL for Grand Coulee Dam and associated facilities in Washington State, and an historic district nomination of Hungry Horse Dam and associated facilities in Montana.

Table 1: Status of Inventory, and Property Historical Status, as of the end of FY 2013 and FY 2016														
Evaluative Category	Buildings		Structures		Archeological Sites		Historic Sites		Traditional Cultural Properties (TCP)s		Historic Districts		Total	
	2013	2016	2013	2016	2013	2016	2013	2016	2013	2016	2013	2016	2013	2016
NHLs	1	1	0	0	2	2	0	0	0	0	5	5	8	8
Contributing to a NHL district	26	26	74	91	3	6	5	5	0	0	NA	NA	108	128
Register Listed	3	3	16	14	21	10	1	1	1	1	17	18	59	46
Contributing to a listed district	48	50	31	31	206	209	1	1	0	0	NA	NA	286	291
Determined Eligible	40	51	243	193	1,217	1326	16	14	1	1	63	69	1,580	1,754
Contributing to a eligible district	94	100	318	367	791	783	1	4	0	0	NA	NA	1,204	1,254
<b>Total # of Historic Properties</b>	<b>212</b>	<b>231</b>	<b>682</b>	<b>798</b>	<b>2,240</b>	<b>2,336</b>	<b>24</b>	<b>25</b>	<b>2</b>	<b>2</b>	<b>85</b>	<b>92</b>	<b>3,245</b>	<b>3,481</b>
Determined Not Eligible for Listing	122	188	234	419	2,567	2,501	36	55	0	0	4	4	2,963	3,167
Unevaluated	88	89	114	156	7,441	7,927	6	9	4	4	3	3	7,656	8,188
<b>Total # of Resources</b>	<b>422</b>	<b>508</b>	<b>1,030</b>	<b>1,372</b>	<b>12,248</b>	<b>12,764</b>	<b>66</b>	<b>88</b>	<b>6</b>	<b>6</b>	<b>92</b>	<b>99</b>	<b>13,864</b>	<b>14,836</b>

Note: reductions in counts between the 2013 and 2016 reports typically are due to receipt of more accurate information resulting from entering property data into Geographic Information Systems (GIS), revealing instances where Reclamation was not the owner or custodian of previously reported properties, or due to the transfer of properties out of Reclamation's ownership or custody.

**Question 2. Does your agency have policies that promote awareness and identification of historic properties? How does preservation relate to your mission?**

Reclamation's core mission is to manage, develop, and protect water and related resources in an environmentally and economically sound manner in the interest of the American public. As part of this mission, Reclamation implements programs and manages land and resources to address cultural resource management (CRM) requirements of law. An increasing number of dams, power plants, and other buildings and structures constructed by Reclamation in the last century are historic properties. Therefore, Reclamation plans for and implements maintenance and modification actions with due consideration given to preserving a facility's historic character and value. Reclamation recognizes and is addressing responsibilities to manage and protect other types of historic properties located on agency land, including archeological sites and TCPs, and also manages archeological and other collections from its land as museum property in accordance with Departmental Manual Part 411, *Identifying and Managing Museum Property* (411 DM). Please refer to the 2014 report to read about Reclamation's internal policy statements and the associated Directives and Standards that further define internal Reclamation CRM program requirements, delineates processes, and clarifies roles and responsibilities.

Reclamation was asked to estimate the percentage of historic property identification completed as a section 106 effort versus a section 110 effort. Reclamation doesn't track investigations in this way, and therefore cannot provide a reliable estimate. Most identification, as well as evaluation, occurs as part of section 106 efforts. Section 106 is the priority action to which Reclamation's CRM staff are focused, to ensure that Reclamation complies with NHPA for our undertakings and that we provide timely responses to applicants. Section 110 activities occur when funding is available and staff can devote their time to those investigations, and is typically focused on high use/high impact areas, such as lands around bureau reservoirs that are subject to erosion from reservoir operations and from recreational use.

Reclamation does not establish performance "benchmarks," but instead relies upon the requirement to comply with CRM law that is clearly defined in bureau policy and Directives and Standards. This is consistent with the prioritization of section 106-based investigations. Reclamation-wide performance and progress on inventory and evaluation is measured using information collected from regional offices for the Agency Financial Report, this Preserve America report, and in internal property status reports.

**Question 3. Describe reporting mechanisms used to manage information about historic properties. How is the Federal Real Property Profile (FRPP) used?**

Reporting requirements presented in the 2008 Preserve America report, responses to questions 1 and 4, remain in effect, except that the NPS no longer calls for the annual Federal Archaeology Report. Please see the 2008 report for more detailed information. Briefly, the numbers of archeological sites, historic sites, TCPs, buildings, structures, and historic districts (including numbers of contributing properties to historic districts) under Reclamation's jurisdiction are reported annually to CRM staff in Reclamation's Denver headquarters office. The data are categorized as shown on Table 1. The data are primarily used for reporting purposes.

Over the last decade and more, many offices have worked to develop GIS or other data management systems to aid in CRM management. This allows the office to better understand its resource inventory, and to act more efficiently to collect data needed for project planning. During this reporting year, the Dakotas Area Office in Rapid City completed a GIS contract to improve management of cultural resource site and survey data for North and South Dakota. This is the fourth such GIS contract this office has completed over the last decade. As part of these GIS efforts, the contractor scans all reports, site forms, SHPO letters, and other pertinent data, which are linked to the sites and survey layers in GIS. These documents can be brought up by clicking on a site or survey. The attribute tables include National Register eligibility status (listed, eligible, unevaluated, or not eligible). The SHPO file number and date of the determination of eligibility status is included in the attribute table. The office notes that use of this GIS has greatly improved response time for completing site/survey record searches and developing data for technical reports.

Reclamation's CRM program does not use the FRPP to manage cultural resource property data, but historical status is entered into the FRPP property record. Having the historical status of buildings and structures registered in FRPP is useful to alert the facilities Operation and Maintenance program staff when they are planning actions that could affect a historic or unevaluated property. This triggers timely coordination between the Operation and Maintenance and the CRM programs, enabling integration of historic preservation efforts during project planning and early initiation of section 106 compliance actions. The agency Federal Preservation Officer and other CRM program staff are provided with property data from the FRPP upon request. The FRPP coordinator and the CRM staff work together to confirm accuracy of historical status entries.

**Questions 4 and 7. Has your agency employed partnerships to assist in the identification, evaluation, or protection of historic properties?**

Reclamation utilizes partnerships involving other Federal and non-Federal parties to aid in CRM management activities. There are also many situations in which Reclamation is consulting with SHPOs and Native American tribes (tribes) under section 106 of NHPA to assess eligibility and effect, and to define investigations and treatment actions, and those entities provide input and advice to the extent that, over time, the relationship with Reclamation evolves beyond a compliance-based exchange into a partnership. In these situations, the consulting tribes often are utilized as contractors for implementing investigations. These extended section 106-based relationships are also considered partnerships for the purpose of this report, although the partners may not contribute funds, materials, or uncompensated effort. Reclamation finds that partnerships can facilitate the identification, evaluation, monitoring, and protection of historic properties for both section 106 and section 110 purposes.

**Question 5. Provide specific examples of major challenges, successes and/or opportunities your agency has experienced in identifying historic properties over the past 3 years.**

Challenges to identifying historic properties remain the same as identified in the 2014 Preserve America report, and will not be reiterated here. We are pleased to provide examples of successes, many of which were accomplished in partnership with other entities.

- Since 2000, Reclamation's Lower Colorado Regional Office has worked in partnership with the Southern Nevada Water Authority (SNWA) and the Clark County Department of Parks and Recreation to manage, preserve, and interpret cultural resources along Las Vegas Wash (Wash) within the Clark County Wetlands Park. Volunteers also contribute by monitoring sites affected by erosion along the Wash. During the reporting period, Reclamation, SNWA, and the County partnered to investigate the Larder Site. The Larder Site is one of the 48 prehistoric archeological sites within the Las Vegas Wash Archaeological District, which was established by Reclamation in the 1970s. Test excavations in 2006 exposed approximately 60 buried food storage and roasting pits, which yielded evidence for the collection and processing of wild plants for food, as well the cultivation of maize. In 2014, 2015, and 2016, Reclamation and SNWA partnered to conduct new investigations at the site, with work performed by contractors. In 2014, a geophysical survey was completed to identify additional buried pit features. The magnetometer survey identified 110 pit features and 14 larger circular features. In 2015, archeological testing of three of those features identified them to be a pit house floor, a storage pit, and an activity area. These features were more thoroughly examined in excavations in 2016, for which analysis and report preparation is in progress. Both parties substantially contributed to the investigations. Reclamation completed the section 106 consultations with the Nevada SHPO and tribes, provided funding and technical oversight, and performed public outreach. SNWA contracted for services and administered the contracts. The Larder Site is in a segment of the Las Vegas Wash that experiences high velocity stream flows during storms, causing the banks along the Wash and at the Larder Site to erode. SNWA is planning to construct a weir immediately downstream of the Larder Site to slow the velocity of flood water that causes bank erosion, which is expected to contribute to the preservation of the site. Volunteers, trained by Reclamation archeologist James Kangas, monitor the Wash banks for exposed cultural features and materials. When eroding pit features are found, Reclamation staff complete emergency excavation to salvage artifacts and samples.
- The Albuquerque Area Office partnered for two inventory and evaluation efforts within Reclamation's Caballo Lake State Park. The office worked with New Mexico State Parks and the New Mexico SHPO to record and evaluate the Puskas Pueblo. They also worked with New Mexico State Parks and the Missouri K-9 Cadaver Dog unit to locate, evaluate, and map 14 potential historic graves at the park. The office also completed four large archeological surveys of the impact corridors for the Aamodt Project, a large project to deliver water to four New Mexico pueblos. The office worked with the Nambe, Pojoaque, San Ildefonso, and Tesuque Pueblos to gain access so Reclamation could complete the project investigations. One-hundred nineteen new sites were recorded on pueblo and non-pueblo lands.
- The Grand Coulee Power Office continues to partner with the Bonneville Power Administration (BPA) to implement the Federal Columbia River Power System CRM program at Reclamation's Lake Roosevelt (the reservoir behind Grand Coulee Dam) and Hungry Horse Reservoir. The NPS, Lake Roosevelt National Recreation Area, the U.S. Forest Service (USFS), Region 1, the Washington and the Montana SHPOs, the

Confederated Salish and Kootenai Tribes, the Spokane Tribe of Indians, and the Confederated Tribes of the Colville Reservation (Colville Confederated Tribes) are also integral to this partnership. Together, the partners plan and prioritize section 106 actions to identify, evaluate, and treat the effects of reservoir operations upon historic properties as well as burial locations. BPA then contracts for the implementation actions, with most of the contracted efforts performed by the USFS and the three tribes. In the past 3 years, 36,977 acres of federal lands were surveyed or re-surveyed, and 172 new sites were recorded. They are incrementally working toward full current inventory of all accessible acres at the two reservoirs.

- The Lower Colorado Regional Office inventoried 26,200 acres in 10 areas across California, Nevada, and Arizona. Additionally, they partnered with NPS for inventory of lands within the reservoir pool exposed by prolonged drought around Lake Mead.
- The Western Colorado Area Office implemented extensive section 106 investigations for the Navajo Gallup Water Supply Project (NGWSP). They entered into Financial Assistance Agreements with the Navajo Nation Department of Water Resources and the City of Gallup (City) for design and construction of certain portions of the pipeline. Under the agreements, those entities are also responsible for completing the archeological surveys of the pipeline corridor. One-hundred seventy cultural resources properties have been identified and evaluated. The properties are located on Bureau of Land Management (BLM), tribal, private, and municipal lands. In addition, Reclamation archeologists worked with the City and the New Mexico SHPO to plan and produce a historic context study of the City of Gallup to address adverse effects to historic mining sites in the pipeline corridor. The Area Office also awarded contracts to requesting consulting tribes for TCP studies. The contracted tribes are both identifying TCPs in the project area and providing recommendations for means to avoid or minimize impacts from the design investigations phase and the construction of the pipeline. Tribal archeologists and contractors and tribal elders are working closely with Reclamation archeologists. When possible, Reclamation is redesigning portions of the pipeline to minimize adverse effects.
- The Columbia-Snake Salmon Recovery Office has utilized a partnership to aid in section 106 planning and compliance for the Yankee Fork of the Salmon River habitat rehabilitation program. This partnership consists of Reclamation, BPA, the USFS, Salmon-Challis National Forest, the Idaho SHPO, the Shoshone-Bannock Tribes, Trout Unlimited, and the county government. The partnership has performed or contracted for cultural resources reconnaissance-level surveys when Reclamation staff were not available to conduct the investigations. This has greatly aided keeping habitat projects moving forward on schedule, and reduce workload for Reclamation staff.
- The Columbia-Cascades Area Office continued their partnerships, discussed in the 2014 Preserve America report, to aid in the cultural resources studies for two large feasibility-stage investigations in the Yakima River Basin, Washington. These are the Yakima Integrated Plan and the Odessa Special Study. The Washington State Department of Ecology (ECY) is a cooperating agency in both these investigations.

During the reporting period, Reclamation partnered with ECY to complete the identification and evaluation of historic properties that will be affected by water development and fish passage projects in the Yakima Basin. ECY contributed significant matching funds, and provided assistance in managing contracts and agreements. Reclamation also utilized the services of the Yakama Nation and Colville Confederated Tribes to identify the historic period sites, archeological sites, and TCPs within the study areas. This has streamlined the section 106 consultation process, as both tribes are also consulting parties for these undertakings. The Columbia-Cascades Area Office also partnered with ECY for archeological investigations to address archeological resources affected by fish passage construction at Cle Elum Dam, Washington. ECY contributed significant matching funds toward archeological data recovery to address the adverse effect of the project. ECY executed an agreement with Central Washington University for the data recovery actions.

- When other entities manage Reclamation lands or facilities, several offices have partnerships or management agreements under which those other entities perform archeological surveys needed for section 106. The Oregon Parks and Recreation Department (OPRD) is the non-federal managing partner at Prineville Reservoir, Oregon, and the Department's archeologist documents and/or evaluates archeological sites when ORPD is the project proponent for projects at the reservoir. The same is true for Washington State, where Washington State Parks/Division of Wildlife archeologists conduct section 106 investigations on State-managed Reclamation lands in that State. In New Mexico, New Mexico State Parks has an archeologist on staff who regularly conducts section 106 surveys for their own undertakings at Navajo State Park, and then Reclamation archeologists address the section 106 consultation process in coordination with State Parks. The Western Colorado Area Office works with Water Conservancy Districts that operate and maintain facilities and associated features on Reclamation lands. When a District proposes work on project lands or upgrades to historic facilities they complete a Class III survey and provide the inventory report to the Reclamation archeologists to use for section 106 consultation.
- Several offices reported on historic context studies underway during the reporting period. The Eastern Colorado Area Office contracted for a historic context study of the Fryingpan-Arkansas Project. The project is ongoing.
- The Bend Field Office in Oregon has conducted several Safety of Dam studies for which they completed the evaluation of the affected dams, most of which were determined to be eligible for listing on the National Register. Mitigation of adverse effects included documentation of the affected dams, and also the documentation of adjacent Reclamation-owned historic properties, development of historic context documents, and/or development of interpretative exhibits/kiosks for public education and enjoyment.

**Question 6. Have agency programs and procedures to protect historic properties changed over the past 3 years?**

There has been no substantial change in how Reclamation manages compliance during the reporting period. Reclamation complies with NHPA's requirements using processes defined in regulation or required by the Department of the Interior.

Reclamation has a long-established CRM program, with 43 full-time professional CRM staff located in 21 offices throughout the western United States. They have access to on-line and on-site trainer-led training at any time. Access to classes requiring travel has been limited by sequestration and travel ceilings, but most staff are still able to attend one training a year if needed to perform their duties and not otherwise available without travel. New employees are approved for additional training opportunities, as budget and travel limitations allow.

Compliance actions that are large in scope or time consuming are accomplished by contractors, while small investigations may be handled by either Reclamation CRM staff or by contractors, as works best for the specific situation. Compliance for Reclamation's own activities is performed by Reclamation staff or contractors hired by Reclamation. Typically, compliance for permits or licenses would be performed by the applicant's contractor, working to standards defined by Reclamation CRM staff.

There are no laws or regulations that prohibit Reclamation from complying with Section 106. However, the array of laws, executive orders, and Office of Management and Budget directives mandating disposal of excess Federal property without taking historical value into account greatly limits Reclamation's ability to retain historic buildings that are no longer required for mission purposes. Reclamation is required by our authorizing acts to hold project beneficiaries (irrigation districts) responsible for paying part or all of the cost to operate and maintain project facilities. This financial burden upon the beneficiaries further limits Reclamation's ability to retain historic buildings that are no longer needed for mission purposes.

**Question 7. Has your agency employed partnerships to assist in the protection of historic properties?**

See the response to Question 4.

**Questions 8. Does your agency use program alternatives, such as Programmatic Agreements (PA) or Program Comments, to manage and protect historic properties?**

Reclamation has no bureau-wide PAs. Reclamation offices finalized five new section 106 compliance PAs and updated one pre-existing PA during the reporting period:

- El Paso Electric Tower Replacement Project, Texas.
- Avalon Dam Keepers House, New Mexico.
- between Reclamation, the Lugert-Altus Irrigation District, the Oklahoma SHPO, and the Oklahoma Archeological Survey for operation and maintenance of the W.C. Austin Irrigation Project, Oklahoma.



- between Reclamation and the Wyoming SHPO for compliance for agricultural and livestock grazing activities in the Boysen and Riverton Units of the Pick-Sloan Missouri Basin Program, Fremont County, Wyoming. There have been 1,013 acres surveyed in the Boysen Unit and 6,709 acres surveyed within the Riverton Unit under the PA to date.
- between Reclamation, the Idaho SHPO, BPA, and the Salmon-Challis National Forest for the Yankee Fork Habitat Rehabilitation Projects.

Two section 106 PAs were drafted and consulted upon during the reporting period, and signed in FY 2017. They are:

- compliance for the Interstate 11/Boulder City By-Pass.
- for a streamlined section 106 review of operation and maintenance actions, the phased review of recreation development, and a section 110 CRM plan for recreational use of the Ridges Basin, Colorado. The Ridges basin CRM plan contains a provision for yearly monitoring and condition assessments of known sites. The monitoring serves as a mitigation action for potential effects of opening the basin to recreation, which occurred in spring of 2017.

Pre-existing PAs that remain in effect include the following (this is not an all-inclusive list):

- section 106 compliance for the management of Reclamation's historic properties, Boulder City, Nevada.
- section 106 compliance for the management of the Yuma Irrigation Project.
- section 106 and section 111 compliance for the Clark County Wetlands Park, Nevada.
- section 106 and section 110 compliance for the Salt River Project system of historic dams and associated dam facilities operated and maintained by the Salt River Project (an irrigation district) for Reclamation.
- section 106 and section 110 compliance for the Salt River Project system of historic main canals, laterals, and associated features operated and maintained by the Salt River Project for Reclamation.
- section 106 compliance on Reclamation lands and facilities in South Dakota. The City of Rapid City has been invited, and expressed strong interest, in joining in the PA when it is renewed in 2018.
- section 106 compliance for rangeland management and livestock grazing activities in the Big Horn Basin, Park and Big Horn Counties, Wyoming, Shoshone Irrigation Project.
- section 106 compliance for the Stampede Dam Safety of Dams Modification Project, Sierra County, California.
- section 106 compliance for the Navajo-Gallup Water Supply Project.
- two PAs for section 106 compliance for rural water programs in Montana, one for the Fort Peck Reservation Rural Water System consisting of the Assiniboine and Sioux Rural Water System and the Dry Prairie Rural Water System, and the other for the Rocky Boy's/North Central Montana Regional Water System.
- section 106 compliance for undertakings on Reclamation lands in North Dakota.
- management of cabin leases at Canyon Ferry Reservoir, Nelson Reservoir, and Fresno Reservoir in Montana.
- the system-wide operation of the Federal Columbia River Power System.

Drafting of five section 106 compliance PAs began during the reporting period. These are for:

- small projects in Utah.
- routine maintenance of Reclamation facilities in eastern Colorado.
- the Aamodt Indian water settlement project undertaking, New Mexico.
- disposal of properties within the Elephant Butte Historic District, New Mexico.
- modifications at McMillan Dam, New Mexico.

**Questions 9. Provide specific examples of major challenges, successes and/or opportunities to protect historic properties over the past 3 years.**

Challenges in protecting historic properties remain as identified in prior Preserve America reports. Briefly, protection of archeological properties continues to be difficult given the large inventory of widely distributed sites, often in remote locations or with difficult access, and budget and staff limitations that by necessity focus time and funding upon section 106 compliance. Another challenge is that most of Reclamation's lands are open to the public for recreational and other uses. Members of the public do not always recognize when their activities are damaging cultural resources, or do not understand that collecting is illegal. Concerning the built environment, while Reclamation's historic buildings and structures that remain in routine use are typically well maintained, most are between 50 and 110 years of age. Their continued use necessitates repairs and modifications. Particularly, Reclamation's dams, powerplants, and irrigation facilities must be maintained in operational condition, technological upgrades may be required to maximize operational efficiency, and they must be updated as necessary to meet other requirements (e.g., life safety codes, security, energy conservation, etc.). This can require modifications that impact historic integrity. For buildings that are no longer necessary for project purposes (e.g., ditchrider, damtender, and residential camp housing), many have suffered deterioration or, in some cases, abandonment. New requirements also can limit retention of historic buildings that are no longer mission essential. An addition challenge is that operation and maintenance responsibilities for many of Reclamation's historic buildings and structures have been transferred to irrigation districts, as is required by Reclamation law. Lands around many reservoirs are often managed by non-Federal entities such as state parks. The managers and staff of those managing entities often are not aware of the latest historic preservation standards and objectives, and so can inadvertently impact the historic integrity of properties in the performance of their responsibilities. Protection of these transferred historic facilities and lands, and compliance with section 106 for their use or modification, is dependent on good communication between Reclamation and the managing entities.

Reclamation protects historic properties through an array of processes, including: training of management entities and our own staff; site monitoring and law enforcement; public education and outreach to increase understanding of the historical value and vulnerability of resources; and site rehabilitation, restoration, and stabilization. Partnerships play a part in implementing many protective actions. Examples of successes in historic property protection are provided below.

Training management partners and staff

Reclamation relies on facilities and land management partners to help protect the historic properties they manage on Reclamation's behalf. CRM staff located in many Reclamation offices work with these land and facilities managers to educate them about the cultural and

historical value of the properties, their own role and responsibilities in resource stewardship, and the section 106 process and how they must coordinate with Reclamation to obtain section 106 clearances. In-house training of Reclamation's own staff also occurs to better integrate historic preservation into planning and to ensure timely section 106 compliance for the agency's own activities. Examples are:

- Western Colorado Area Office archeologists provided training sessions to park rangers and staff of the Colorado and the New Mexico State Parks Departments that manage recreation on Reclamation reservoirs in those states. Training focused on teaching staff about what constitutes a cultural resource/historic property, and what to do should they witness visitors damaging historic properties. The park rangers regularly updated Reclamation's CRM staff on the condition of historic properties at the reservoirs, and provided notification of ongoing actions so that Reclamation could assess the potential to affect historic properties.
- Reclamation opened lands in the Ridges Basin, Colorado, for recreation in the spring of 2017. Prior to that, Reclamation archeologists worked with the City of Durango and numerous consulting tribes to develop a cultural resource education training program and educational displays designed to minimize potential effects to the land and resources from this use. City of Durango recreation staff, agency and irrigation district operations and maintenance staff, outside contractors, and other individuals working within the Ridges Basin who are likely to encounter cultural resources are required to take the training. The educational displays are targeted to the public land user, and explain the proper ways to treat cultural resources while recreating at Reclamation facilities.
- In the Pacific Northwest, CRM staff at two Snake River Area offices in Idaho provided section 106 process training to irrigation district personnel, to Reclamation's staff in those offices, and at 'future managers' training sessions. The training emphasized the need to involve CRM staff in project planning in the early stages. These training activities resulted in a marked increase in notification of CRM staff of, and involvement in, planning activities. As a follow-up to training provided to irrigation district staff in 2016, the Snake River Area Office is now working with these districts to establish a process to accomplish resource identification and section 106 consultation prior to the irrigation district performing significant operation and maintenance actions or construction. Similarly, the Columbia-Cascades Area Office met with irrigation districts in Oregon and Washington State on a number of occasions to educate them about section 106 requirements and the irrigation district's own responsibilities for protection of Reclamation's historic properties.

Site monitoring and law enforcement:

Various offices have partnerships to monitor or patrol vulnerable sites or areas. Examples are:

- The Bend Field Office utilized volunteers from the Archaeological Society of Central Oregon (ASCO) to regularly monitor a fragile historical site at Prineville Reservoir, Oregon. ASCO volunteers must undergo a 2 hour training session on monitoring

methods, reporting, and safety provided by the office archeologist. The volunteers were required to submit a monitoring report and photographs on a defined schedule.

- The Snake River Area Office has management agreements with sheriff's offices to patrol areas where there are historic properties. The Power County Sheriff's Department patrols the American Falls Archaeological District near Pocatello, Idaho. The district contains more than 130 contributing archeological sites on Reclamation lands, with additional sites on adjacent BLM lands. The area is also a sacred area for the Shoshone and Bannock Tribes of the nearby Fort Hall Indian Reservation. The area is affected by off-road vehicle use (a use that is prohibited on Reclamation land), which can significantly harm the archeological sites and is incompatible with the sacred nature and traditional use of the land. The Malheur County Sheriff's Office patrols areas with historic properties at Beulah Reservoir in Oregon.
- The Grand Coulee Power Office continued to employ USFS and NPS law enforcement personnel and contracted with Colville, Spokane, and Salish and Kootenai tribal cultural program staff to systematically monitor shoreline areas during spring and summer drawdown periods at Lake Roosevelt and Hungry Horse Reservoir. The monitoring focuses upon preventing looting and inadvertent damage from recreational use to hundreds of archeological sites at both reservoirs as well as to burial locations at Lake Roosevelt.
- The Oklahoma-Texas Area Office partnered with the Oklahoma State Archeologist and Oklahoma State Parks to monitor and determine methods for site protection for prehistoric archeological sites being vandalized/looted at McGee Creek State Park.
- The Dakotas Area Office in Bismarck partnered with the land managing entities at three locations in North Dakota to integrate CRM into their land and recreation management activities. The partners are the North Dakota Department of Game and Fish at the Lonetree Wildlife Management Area; Stutsman County Park Board at Jamestown Reservoir; and the Tri-Cities Joint Job Development Authority at Heart Butte Reservoir.
- The Wyoming Area Office partnered with the Wyoming Game and Fish Commission to integrate CRM managing into their work at the Yellowtail Wildlife Management Area.

#### Public education and outreach:

- In 2014, the Columbia-Cascades Area Office, in collaboration with the Washington Department of Archaeology and Historic Preservation and the Sunnyside Valley Irrigation District, presented a paper at the Washington State Water Resources Association annual meeting entitled "Better Managing our Water Resources While Protecting Historical Values and Cultural Resources."
- Reclamation staff in the Lower Colorado Regional Office, in partnership with Clark County Department of Parks and Recreation, presented public interpretive talks and provided cultural resources awareness training to park volunteers.

- The Wyoming Area Office partnered with the Wyoming Department of State Parks and Cultural Resources (WSP), and funded WSP to prepare interpretive and exhibit plans and develop a mitigation plans. The actions fulfilled commitments for the mitigation of adverse effects for the Guernsey Dam Safety of Dams project.

#### Site rehabilitation, restoration, or stabilization

- The Dakotas Area Office in Rapid City collaborated with the Montana Conservation Corps in 2013, 2014, and 2016 to stabilize and rehabilitate the historic Belle Fourche Project ditchrider house. The Conservation Corps repaired the roof of the house, re-roofed the barn, painted the house and barn, removed dead trees, and did general clean-up of the property. Before and after photographs, and an image of the Conservation Corps at work, are provided below.

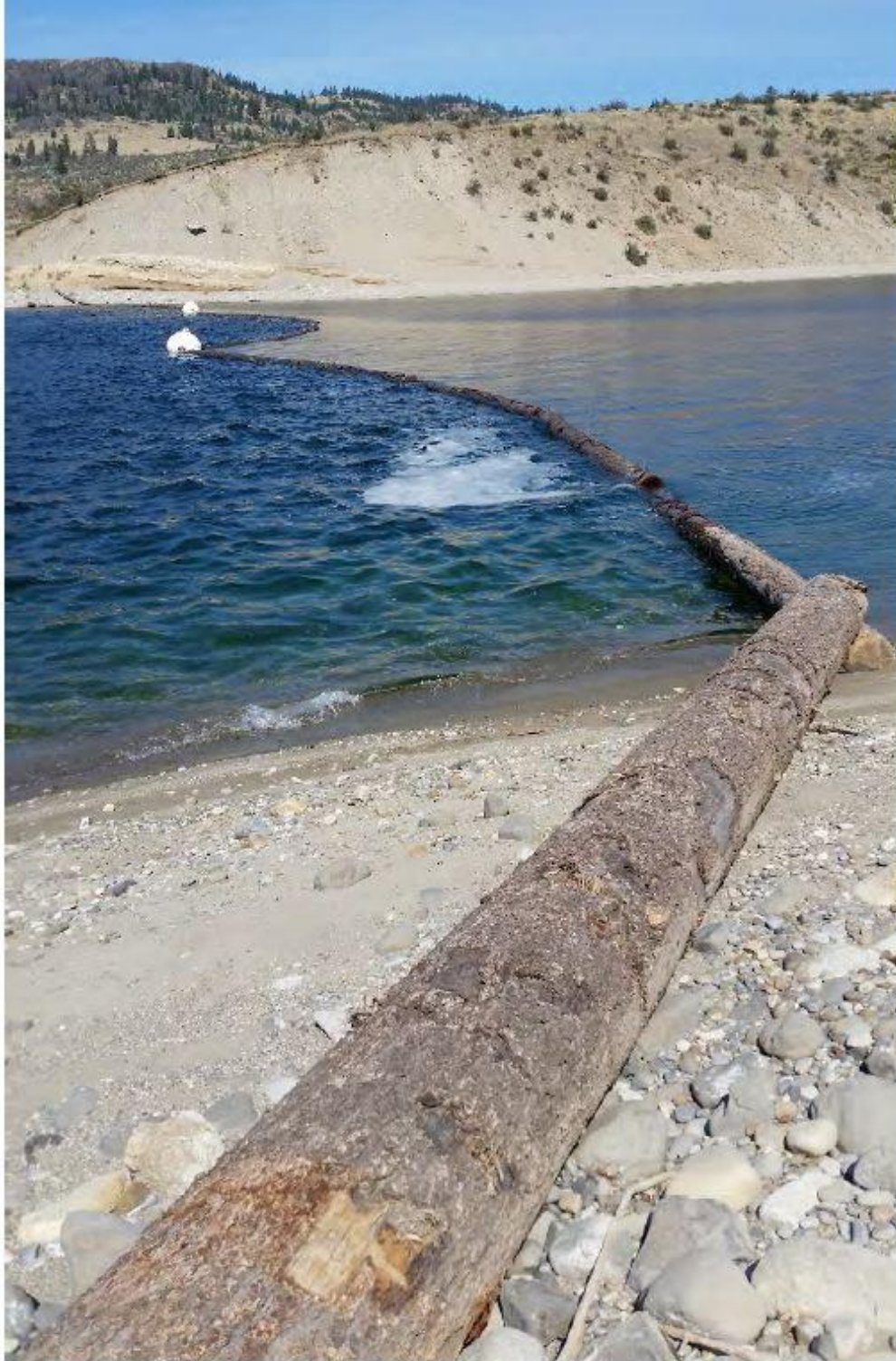


- The Rapid City office also collaborated with the South Dakota Army National Guard in 2015 and 2016 to remove riprap from a multicomponent site situated at the base of Belle Fourche Dam, South Dakota. The site, which has been determined to be eligible for listing on the National Register, includes a prehistoric component as well as archeological remnants of three 20<sup>th</sup> century camps (the Belle Fourche Dam construction

camp (1905-1914), Civilian Conservation Corps (CCC) Camp BR-2 (1934-1942), and a German prisoner of war camp (1944-1946) that utilized the CCC camp buildings. The riprap had been placed on the site more than 20 years ago, before the site was determined to be eligible. Historic component artifacts were recovered from below the riprap, including bottle fragments, machinery parts, building structural debris, and a 1930s-style hair comb found below the riprap at the location of a CCC barracks.

- As section 106 mitigation actions for the Federal Columbia River Power System operations of Grand Coulee Dam/Lake Roosevelt, Reclamation and BPA installed waterway barriers at the mouths of two inlets along Lake Roosevelt to protect archeological sites from high impact waves from both wind and boat wakes. The barriers also close the inlets to boat access, protecting the sites from recreational use by boaters who pull their boats up to the beach. The photograph below shows the log boom installed at Redford Canyon inlet, and shows how the log boom calms the water.







- As a section 110 action, the Grand Coulee Power Office partnered with BPA, NPS, and the Colville Confederated Tribes to protect the Eden Pictograph site, located near Grand Coulee Dam. The pictograph is at the base of a slope below a county road. Rain water would wash down, and rocks would roll, from the road and hit the face of the pictograph panel. A curb was built along the edge of the road to keep water and rocks on the roadway.





- The Grand Coulee Power Office partnered with the Town of Coulee Dam, the Friends of Candy Point Trail, and the Washington Trails Association to preserve the Candy Point Trail. The trail was constructed in the 1930s by the CCC, based in Reclamation's camp BR-48 at Grand Coulee Dam. The trail lies on Reclamation land managed by the Town of Coulee Dam, and volunteers help maintain the trail. Reclamation is providing preservation guidance to the volunteer organizations to define historically appropriate trail upkeep and maintenance practices. In 2016, Reclamation CRM specialist Shawn Lingo completed historical research and trail documentation (see photograph below). Trail rehabilitation work is ongoing.



- The Columbia Cascades Area, Ephrata Field Office, Washington, continued a partnership with the NPS, North Cascades Preservation Program, to restore the Okanogan Project barn (see the 2014 Preserve America report for barn restoration work occurring during that reporting period). The photograph below shows the barn prior to the start of restoration. The following photographs show work during the current reporting period to restore the siding, windows, and entry. Original construction materials are being reused where possible, both to preserve historic integrity and to reduce greenhouse gas emissions and waste materials going to landfills. The barn is being rehabilitated to the Secretary of the Interior's Standards for Preservation. Reclamation has opened discussions with the local community for adaptive reuse of the barn after restoration is completed. One option is to use the barn as a community education center to interpret the history of irrigated agricultural development of Okanogan County.







Over the last century, the lower portion of the front of the barn had been modified for vehicle use. This involved the removal of the original cladding, sliding doors, window, and ramp, which had been replaced with three sliding doors. The restoration effort during this reporting period included reconstructing this main façade to the original configuration, as determined from a historic drawing and photographs, and structural clues.

### Recovery of Federal property

An artifact collection of 20,000 to 25,000 items was returned to Reclamation by the heirs of the collection. For more than 50 years, a family had self-designated themselves as the monitors for several archeological sites on Reclamation land associated with the W.C. Austin Project in Oklahoma. The family was acting as good stewards of the site, and had chased away people who were there simply to rob the site. However, they also were recovering artifacts without Reclamation's knowledge and without a permit. After the death of the family elders, the heirs agreed to return the materials to Reclamation. All the artifacts have been brought to the Museum of the Great Plains, and will be entered into the Interior Collections Management System (ICMS) and accessioned. The collection offers great research potential.

### **Question 10 and 11. Do your agency's historic federal properties contribute to local communities and their economies? How are they used to foster heritage tourism?**

Most of Reclamation's historic properties are located in rural areas away from towns and city centers. As such, the infrastructure for tracking visitation is not readily available and therefore not tracked or reported consistently nor entered into FRPP. Because of the nature and purpose of Reclamation's facilities and due to security concerns, local economic development, within the meaning of the EO, is not typically considered.

Most of Reclamation's historic dams, powerplants, irrigation structures, and associated buildings continue in active use to support the mission to deliver water and power. As explained in prior Preserve America reports, security concerns and potentially hazardous conditions greatly restrict public visitation opportunities at those facilities. Difficulties involved in protecting fragile archeological resources still deter Reclamation from promoting their use for heritage tourism except in the rare cases where on-site management exists.

Although security and safety concerns limit opportunities to utilize active historic properties to promote local economic development and heritage tourism, Reclamation continues to seek opportunities, both on and off site, to inform the public about its historic properties and foster heritage tourism.

- The Montana Area Office renewed the special use permit to allow the Fairfield, Montana, Chamber of Commerce to use the historic Greenfields Irrigation District office building for local museum purposes and associated RV parking. This building is part of Reclamation's Sun River Project.
- The Western Colorado Area Office and New Mexico State Parks partnered to rehabilitate the 50-year old Pine Visitor Center at Navajo Lake State Park. The Pine Visitor Center was designed and built by the NPS under their historically significant Mission 66 program, using an architectural style known as "Park Service Modern." The Pine Visitor Center is the only surviving example of the three Mission 66 visitor centers the NPS built three between 1965 and 1968 at the Pine, Sims, and Arboles Recreation Areas in New Mexico and Colorado. It is determined eligible for listing on the National Register under Criterion C. The renovation involved making necessary repairs, upgrades to the

building's energy and maintenance performance, and providing additional office space and a meeting room. Following the renovation, Reclamation archeologists worked with State Parks staff to prepare and install Mission 66 and Navajo Reservoir informational displays. The displays provide historical context information about Navajo Reservoir and its role in Reclamation's Colorado River Storage Project, and information on the design and history of the Pine Visitor Center and NPS Mission 66 structures at the reservoir. In addition to the Pine Visitor Center interpretive display, Reclamation, New Mexico State Parks, and the New Mexico SHPO collaborated on a presentation at the "A Century of Design in the Parks" symposium in Santa Fe in 2016. The presentation will be included in the forthcoming conference proceedings volume. See the photographs below of the Pine Visitor Center, the new displays, and partners at the dedication ceremony.







- CRM staff gave presentations on Reclamation history and historic facilities to the public. One example is where the Bend Field Office, Oregon, presented information on CCC Camp Wickiup to members of the Archaeological Society of Central Oregon. Camp Wickiup was one of two CCC camps on Reclamation's Deschutes Project. Those two camps were the largest unit of the CCC operating in the West. Enrollees were involved in the construction of Wickiup Dam and a irrigation project main canal. It was atypical for the CCC to be used for substantive construction work.
- Reclamation distributes historic context statements, Historic American Engineering Record or Historic American Building Survey (HABS) documents, and other written materials in hard copy/CD, or posts the materials on agency websites. The Bend Field Office distributed *Sagebrush to Clover: The U.S. Bureau of Reclamation's North Unit of the Deschutes Project, vol. 1*, a history of the development and construction of the dams, reservoirs, and irrigation system of the Deschutes Project. Copies were provided to Federal and state agencies, local historical societies, libraries, and museums, universities, irrigation districts, and to the public. The Grand Coulee Power Office contracted with Charlene Roise, of Hess, Roise and Company, to write an article on Grand Coulee Dam historic facilities. The article, entitled *Powerhouse: Marcel Breuer at Grand Coulee*, speaks of Reclamation's and Breuer's partnership to design the Third Powerplant building at Grand Coulee Dam. Breuer also designed the visitor's center at the dam. This article was published in the electronic journal *Docomomo* on September 16, 2014.
- Offices developed interpretative exhibits/kiosks. One example is signage installed by the Dakotas Area Office at the former location of the Daniel Winter House, at the Lonetree Wildlife Management Area, North Dakota. Using text and HABS photography, the sign presents information on the unique puddled mud architecture used by early 20<sup>th</sup> century German-Russian homesteaders in the area (see the photograph below of the interior of the Winter House).



- Reclamation and the NPS partnered with CyArk to create a virtual tour of the historic Shoshone Powerplant at Buffalo Bill Dam, Wyoming. View the tour at this link: <http://www.cyark.org/projects/shoshone-powerplant>.
- Reclamation continues to maintain a cultural resources internet site with a page called "Promoting Our Past" that provides information on viewing Reclamation historic properties and visitor centers. The webpage can be viewed using this link: <https://www.usbr.gov/cultural/promotingpast.html>. Reclamation's historic facilities also continue to be interpreted in partnership with the NPS, through information posted on the



National Register Programs Office's "Discover our Shared Heritage" travel itinerary web site. This material can be viewed using this link:

<https://www.nps.gov/subjects/travelborwaterprojects/index.htm>

Reclamation and the NPS also continue to partner to provide teachers with three lesson plans that focus on Reclamation's historic properties and the agency's actions that helped transform the West. The lesson plans can be viewed using these links:

<https://www.nps.gov/nr/twhp/wwwlps/lessons/160minidoka/160minidoka.htm>

[http://www.nps.gov/nr/twhp/wwwlps/lessons/140HooverDam/140Hoover\\_Dam.htm](http://www.nps.gov/nr/twhp/wwwlps/lessons/140HooverDam/140Hoover_Dam.htm)

<https://www.nps.gov/nr/twhp/wwwlps/lessons/141RioGrande/141RioGrande.htm>

- Hoover Dam NHL continues to be a tourist destination for visitors to the Las Vegas area, and behind-the-scene tours of the dam continue to occur and remain popular. The Lower Colorado Region maintains a page on its internet site devoted to the dam that provides historic data and visitor information. Grand Coulee Dam is regionally known for a laser light show projected on the dam's downstream face. The light show, supported by a pre-recorded narrative, presents an account of events leading to construction of the dam. It is a sufficiently significant tourist attraction that local hotels note a reduction in business when the light show is not operating.

**Question 12. If you are subject to their requirements, how will the Federal Assets Sale and Transfer Act (Property) (FAST-Property) and the Federal Property Management Reform Act (FPMRA) affect your ability to protect and use your agency's historic properties?**

FAST-Property and the FPMRA do apply to Reclamation.

Section 111(a) of NHPA requires that agencies shall "to the extent practicable, establish and implement alternatives for historic properties, including adaptive use, that are not needed for current or projected agency purposes..." Therefore, FAST-Property and the FPMRA disposal requirements could create difficulties in complying with the spirit and intent of section 111. That said, Reclamation's assessment is that not all properties that are determined to be eligible for the National Register (i.e., are 'historic') hold a value that warrants their retention in the face of the expressed requirements to reduce the Federal property inventory. Reclamation will work to avoid conflict between these laws using the strategy we apply for the Reduce the Footprint initiative, which is to assess the historic significance of properties before they are reported as surplus or excess, and then to focus retention efforts on those that truly warrant retention. For those that do not warrant retention, we instead implement some form of mitigation determined in consultation under section 106 of NHPA. In this way we seek to balance equally valuable, but conflicting, legal requirements.

See the response to Question 14 for other considerations that affect Reclamation's retention of historic properties that are excess or surplus.

**Question 13. How is your agency meeting the requirements of EO 13693, Planning for Federal Sustainability in the Next Decade?**

Reclamation has rehabilitated and adaptively reused historic properties in ways that contribute toward sustainability/resiliency goals. Additionally, both historic preservation and sustainability requirements are routinely integrated into planning for updates or modifications of all facilities that are, or in the near future will be, considered to be historic.

In 2015, Reclamation's Lower Colorado Region was recognized by the U.S. Green Building Council with the Leadership in Energy and Environmental Design (LEED) Gold Certification for integrating green, environmentally sustainable designs and energy efficient technological features into the major renovation of two historic buildings located in and contributing to the Boulder City Historic District. Reclamation had completed renovations of the buildings, known as the Date Street Building 100 and the Date Street 200 Building, in 2012 (see Reclamation's 2014 Preserve America report, Question 8, for details). Reclamation has since constructed a new building, Building 1400, awarded LEED Platinum Certification, and a solar photovoltaic facility that are both within the viewshed of the historic district. Building 1400 and the solar facility were designed and placed so as to avoid adverse visual effects upon the historic district. All work was completed consistent with plans developed in consultation with the Nevada SHPO. "Green" technological features integrated into both of the historic Date Street buildings included energy efficient lighting with motion sensors that phase down when rooms are not in use, energy efficient solar-glazed windows, zone-controlled high-efficiency air heating and cooling systems, and low-flow toilets and water fixtures. Additionally, landscaping was converted to xeriscape, with low water-use desert plants watered with drip systems. Reclamation is now working with Boulder City to use untreated raw water sources for landscaping irrigation. Both buildings had been scheduled for demolition. After rehabilitation, the Date Street Building 100, which historically served as office space, was repurposed for use as a training and conferencing center. The Date Street Building 200, which historically served as the construction headquarters for the Six Companies while building Hoover Dam, was rehabilitated as a museum property and file storage facility. The retrofit and subsequent rehabilitation of the buildings was accomplished while maintaining their historic design features, and so they remain visually compatible within the historic district. The adaptive reuse of Date Street Buildings 100 and 200 was honored by *Preserve Nevada* as a preservation success stories. Building 1400, a 50,000 square foot office building, is a net zero facility through the use of solar power. The new photovoltaic solar facility on the Reclamation campus provides 480,000 Kwh of power annually. As an additional benefit, production from the solar facility is used by the Boulder City utility company through a net metering agreement when the power generated exceeds Reclamation's demand to operate its facilities. The Federal government, through Reclamation, receives credit for this shared excess power.

Reclamation's policy document entitled *Sustainable Buildings* (ENV P08) states, "When upgrading or retrofitting historic buildings, Reclamation shall preserve their historical value and comply with the standards to the greatest extent possible." Reclamation approaches the sustainability program as it approaches all section 106 actions that affect historic buildings and structures. CRM staff work closely with staff in the Property and the Design and Construction programs to integrate historic preservation into planning for and implementing sustainability

requirements. To aid that program integration, in 2016 Reclamation staff in the Denver headquarters office provided section 106 training to staff responsible for planning small array solar installations at Reclamation's facilities.

**Question 14, 15, and 16. Does your agency use section 111 of NHPA to lease or exchange historic properties? Do you use partnerships to use historic properties? Provide examples of challenges, successes, and/or opportunities encountered in using historic properties in reporting period.**

Several challenges exist for Reclamation's application of section 111 authorities to lease or exchange historic properties that are no longer needed for mission purposes. One is that buildings are often associated with project works that are still in operation. Introducing a new use or user in the midst of project facilities that are still in operation typically is not possible due to security or safety reasons, or because mixed use would interfere with efficient conduct of operation and maintenance activities. Furthermore, Reclamation's excess buildings are rarely viable for other uses and so, when advertised, do not generate public interest. Another consideration is that an irrigation district is responsible for a share of the maintenance cost for Reclamation facilities. Unless an excess property can be leased at a price that would cover all such costs, it can be difficult to justify placing a financial burden on the district to maintain facilities they no longer need.

Despite these challenges, Reclamation has several successes in finding alternative uses for historic properties. These are:

- At Canyon Ferry Dam Field Office, Montana, a former schoolhouse moved to the grounds in 1949 is currently used as the Canyon Ferry Visitor Center. Additionally, the original Canyon Ferry Office is now used as a records storage facility.
- The Greenfields Irrigation District Office on the Sun River Project, Montana, is leased to the Fairfield, Montana, Chamber of Commerce for use as a museum.
- Reclamation, BPA, and the Colville Confederated Tribes, as part of the Federal Columbia River Power System section 106 program, partnered on the rehabilitation and protection of two buildings on lands within the Colville Reservation. The actions performed were off-site 'creative' mitigation for impacts to historic properties occurring within the operating pool of Lake Roosevelt. Skolaskins Church was originally located in the Redford Canyon area along the Columbia River, in an area now inundated by Lake Roosevelt. The church had been moved at an earlier date to a location near the tribal headquarters. The mitigation action was to stabilize and rehabilitate the church building, which is now used as a tribal educational and cultural site. The second off-site mitigation action was the restoration and rehabilitation of Pia Mission. The mission building was protected with new exterior treatments, and the associated cook house was rehabilitated. The goal was to maintain the viability of the historic mission church and associated cemetery, also recognized by the Colville Tribes as a TCP, so that community members can continue to use the historic grounds for internment services and events. See the photographs below of Skolaskins Church and the Pia Mission.



Skolaskins Church, north elevation, before and after restoration



Skolaskins Church, west elevation, before and after restoration



Pia Mission, before and after restoration