



# United States Department of the Interior

## BUREAU OF RECLAMATION

Upper Colorado Regional Office  
125 South State Street, Room 6107  
Salt Lake City, Utah 84138-1102



IN REPLY REFER TO:

UC-725  
ENV-3.00

SEP 29 1999

To: All on Attached List

From: Nancy J. Coulam  
Regional Archeologist

Subject: Programmatic Agreement for Cultural Resources Affected by Glen Canyon Dam Operations, Results of Meeting of September 20-21, 1999

Thank you for participating in the PA meeting. Based upon consultation throughout FY99, Reclamation presented three general goals for FY2000 and 2001: conduct a joint Protocol Evaluation of Reclamation's compliance program and the Grand Canyon Monitoring and Research Center's socio-cultural program (PEP) and complete the Historic Preservation Plan (HPP); move from assessment of effects towards resolution of adverse effects for historic properties impacted by dam operations; and increase opportunities for tribal funding and participation. If there are any comments or objections to these goals, please let us know since the proposed budget is based upon the goals.

### Traditional Cultural Property Agreement

Tom King presented a draft traditional cultural property agreement. Everyone at the meeting worked on wording of the document, and everyone agreed to review the second draft and provide comments or recommended changes to Reclamation by October 29, 1999.

### Protocol Evaluation

One priority for FY2000 is the evaluation of the Grand Canyon Monitoring and Research Center's (GCMRC) socio-cultural and Reclamation's section 106 compliance programs. Based upon costs of other protocol evaluations, we are currently estimating costs at \$46,000 for Reclamation's portion and \$15,000 for GCMRC's portion. The evaluation will take place as soon as possible, both to guide the rest of the year's activities and to transfer any remaining funds to other tasks. Please provide Ruth Lambert of the GCMRC the names and addresses of independent experts that you would like to see work on the evaluation panel. We anticipate that if you provide names and background material for review by November 1, the panel could be held the last week of November or the first week of December, 1999.

### Historic Preservation Plan

Considerable progress has been made over the years in draft HPPs, and while some participants felt that the plan was substantially complete, most agreed that a useful planning and management document needs more site specific information, and an articulation of how to weigh the differing values of the impacted properties. Everyone agreed that the HPP needed to be completed by the end of FY2000. To meet this deadline, Reclamation plans to utilize the expertise of the PA signatories as well as consultants. After reconsidering the sections that are needed, the current budget estimate for the plan is \$187,000.

At the meeting the possibility of developing a Limits of Acceptable Change model for the plan was raised. These models generally require surveys of the public to develop indicators and standards to determine when management actions are needed. Generally, the costs of the surveys are about \$20,000. Reclamation is seeking your comments on whether this should be included in the planning effort.

Since a goal is to provide more tribal opportunities, after the meeting Reclamation asked whether the Hopi Tribe would be interested in coordinating with the other tribes, and synthesizing (and writing) the section of the HPP about tribal values and treatment. Please let Reclamation know if this is an acceptable approach.

### Tribal Funding

Reclamation planned to fund each of the tribes \$80,000 for participation in the Adaptive Management Program and \$16,000 for a river trip. The \$80,000 was determined partially by previous requests, and partially on 264 person days of work (i.e. one full-time position) and a per day cost of \$300. This funding is intended to cover one person attending meetings of the PA, the Technical Work Group, and Adaptive Management Work Group. Recognizing that each tribe has a different cost structures and different interests, Reclamation has requested proposals of each of the tribes before finalizing modifications to the cooperative agreements. It should also be noted that the request for multi-agency appropriated dollars could increase the amount of TWG/AMWG funding available.

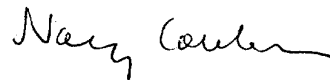
### NPS Monitoring and Reclamation Administration

While some argued the estimated costs for the PEP and HPP were too high, Reclamation believes the combined total cost for PEP, HPP and tribes is roughly correct at \$771,424. With a \$973,000 budget, this leaves \$201,576 to be divided by the agencies. Obviously, at least a 25% program reduction would be required by all agencies, but even this reduction is not enough to fund the existing programs within the FY2000 budget allocation. Therefore, please provide Reclamation with your recommendations for resolution of the budget incorporating compliance priorities and Federal trust responsibilities to the tribes.

FY2001

There was some discussion at the PA meeting about requesting funds for archeological data recovery, however, there was also a brief discussion that perhaps no data recovery would be conducted. Firm budget needs cannot be determined until the PEP and HPP are completed. Results of the request for appropriated funding for tribal participation are also needed before the budget can be prepared for the TWG. Until more information is available, Reclamation does not plan to recommend a budget increase for 2001.

Sincerely,



Nancy J. Coulam  
Regional Archeologist

Enclosures

## **PA SIGNATORIES**

Department of Cultural Resources  
Attention: Loretta Jackson  
215 Diamond Creek Road Box 310  
Peach Springs, Arizona 86434-0300

Hopi Tribe  
Cultural Preservation Office  
Attention: L. Kuwanwisiwma/K. Dongoske  
Box 123  
Kykotsmovi, Arizona 86039

Southern Paiute Consortium  
Kaibab Paiute Indian Tribe  
Attention: Brenda Drye  
HC 65 Box 2  
Fredonia, Arizona 86039

Amy Heuslein  
Environmental Quality Service  
Bureau of Indian Affairs  
Two Arizona Center  
400 North 5th Street 14th Floor  
Phoenix, Arizona 85004-3892

Grand Canyon Monitoring & Research Ctr.  
Attention: Ruth Lambert  
2255 North Gemini Drive Room 341  
Flagstaff, Arizona 86001

Pueblo of Zuni  
Zuni Heritage and Historic Preservation  
Attention: Loren Panteah  
Box 339  
Zuni, New Mexico 87327-0339

Havasupai Tribe  
Attention: Ronald Manakaja  
Box 10  
Supai, Arizona 86435

Grand Canyon National Park  
Attention: Janet Balsom  
Science Center  
Box 129  
Grand Canyon, Arizona 86023

Navajo Nation  
Historic Preservation Department  
Attention: A. Downer/R. Begay  
Box 4950  
Window Rock, Arizona 86515-4950

National Park Service  
Glen Canyon National Recreation Area  
Attention: C. Goetz/N.Henderson  
Box 1507  
Page, Arizona 86040

Western Area Power Administration  
Attention: Mary Barger  
16727 Cole Blvd.  
Box 3402  
Golden Colorado 80401

Arizona State Historic Preservation Office  
Attention: Ann Howard  
1300 W. Washington  
Phoenix, Arizona 85007

Advisory Council on Historic Preservation  
Attention: Alan Stanfill  
12136 W. Bayaud Ave. Suite 330  
Lakewood, Colorado 80401

San Juan Southern Paiute  
Attention: Johnny Lehi  
Box 2656  
Tuba City, Arizona 86045

National Park Service  
Attention: Adrienne Anderson RMR-RC  
12795 W. Alameda Parkway  
Box 25287  
Lakewood, Colorado 80225-0287

**MEMORANDUM OF UNDERSTANDING  
REGARDING  
THE CULTURAL SIGNIFICANCE  
OF THE GRAND CANYON**

WHEREAS under Stipulation 1.c of the Programmatic Agreement governing compliance with Section 106 of the National Historic Preservation Act for water releases from Glen Canyon Dam (Attachment 5, Final Environmental Impact Statement, Operation of Glen Canyon Dam, 1995), the Bureau of Reclamation (Reclamation) and the National Park Service (NPS) agreed to identify and evaluate properties within the area of potential effects (APE) of the operation of Glen Canyon Dam that retain traditional cultural value; and

WHEREAS Reclamation and NPS have consulted with the Arizona State Historic Preservation Officer (SHPO) and with the Havasupai Tribe, Hopi Tribe, Hualapai Tribe, Kaibab Band of Paiute Indians, Navajo Nation, San Juan Southern Paiute Tribe, Paiute Indian Tribe of Utah for the Shivwits Band, and Pueblo of Zuni (the Tribes) regarding such properties; and

WHEREAS the Western Area Power Administration (Western), the Grand Canyon Monitoring and Research Center (GCMRC) and Bureau of Indian Affairs (BIA) have also participated in this consultation; and

WHEREAS extensive research carried out by and on behalf of Reclamation, NPS, and the Tribes has clearly indicated that the entire Grand Canyon, including the lower gorge of the Little Colorado River Canyon and the animals, plants, minerals, springs, streams, ponds, lakes, and shrines within the Canyon, is considered sacred and precious to the Tribes;

NOW, THEREFORE, it is mutually agreed that the undersigned parties will regard the Grand Canyon from Glen Canyon Dam to River Mile 277, and the lower gorge of the Little Colorado River (the Canyon) as eligible for inclusion in the National Register of Historic Places (National Register) as a traditional cultural property as defined in National Register Bulletin 38 (NPS 1990), under National Register Criteria (a), (b), (c), and (d) (36 CFR 60.4) with the understanding that:

- (a) In addition to and contributing to its overall eligibility, the Canyon contains numerous specific locations having cultural, historical, and archeological value, many of which may be individually eligible for inclusion in the National Register; and
- (b) The elements of the Canyon that contribute to its eligibility include, but are not limited to:

- (1) The Colorado and Little Colorado Rivers;
  - (2) All springs, watercourses, and landscapes within the Canyon up to and including its rims;
  - (3) Native plants, animals, riverine and riparian life, and the ecosystems of which they are parts;
  - (4) Culturally important mineral resources;
  - (5) The association of the Canyon and particular locations within the Canyon with the cultural and historical beliefs, traditions, and ways of life of the Tribes; and
  - (6) Particular documented and undocumented archeological sites, rock art or rock images, shrines, trails, culturally important natural resource areas, and places that figure in the traditions and beliefs of the Tribes.
- (c) All the above elements, some of which are within the APE and others of which may not be, are interrelated and must be understood as interconnected parts of the cultural system of the Canyon as a whole; and
- (d) Recognizing that the Canyon is eligible for the National Register does not constitute a decision or commitment by any of the undersigned to nominate the Canyon or any of its elements for inclusion in the National Register itself.

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Regional Director, Bureau of Reclamation

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Superintendent, Grand Canyon National Park

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Superintendent, Glen Canyon National Recreation Area

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Regional Director, Intermountain Field Area, National Park Service

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Regional Director, Western Area Power Administration

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Regional Director, Bureau of Indian Affairs

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Arizona State Historic Preservation Officer

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Director, Western Office of Project Review, Advisory Council on Historic Preservation

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Chairperson, Havasupai Tribe

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Chairman, Hopi Tribe

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Chairperson, Hualapai Tribe

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Chairperson, Kaibab Paiute Tribe

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Chairperson, San Juan Southern Paiute Tribe

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Chairperson, Paiute Indian Tribe of Utah for the Shivwits Band

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Chairperson, Navajo Nation

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Governor, Pueblo of Zuni

Glen Canyon Dam Budget Proposed, FY2000

<b>Budget Goals FY2000:</b>						
Conduct Protocol Review and complete Historic Preservation Plan						
Move from assessment of effects towards resolution of adverse effects						
Increase opportunities for tribes in compliance process						
				Cumulative Subtraction		
				No Change		
	\$	Unit	Cost	From FY99	Cut 25%	Cut 50%
				\$973,000	\$973,000	\$973,000
<b>Protocol Review</b>						
5 People, 10 days @ \$800/day	\$800	50	\$40,000			
Travel, per diem \$100/person/day, 10days	\$100	50	\$5,000			
Report preparation, presentation to TWG	\$800	2	\$1,600			
Subtotal			\$46,600			
Remainder After PEP				\$926,400		
<b>Historic Preservation Plan</b>						
Design, consultation and writing	\$800	120	\$96,000			
Tribal values treatment plan	\$400	100	\$40,000			
Site typology, comparison to GLCA	\$400	66	\$26,400			
Research design for sites	\$500	50	\$25,000			
Subtotal			\$187,400			
Remainder After HPP				\$739,000		
<b>Tribes</b>						
PA Work						
Hopi (341 person days in FY99)	\$400	341	\$136,400			
Hualapai (1 full-time job, 264 person days)	\$304	264	\$80,256			
Navajo	\$304	264	\$80,256			
Paiute	\$304	264	\$80,256			
Zuni	\$304	264	\$80,256			
River trip, monitoring	\$16,000	5	\$80,000			
PA Tribal Subtotal			\$537,424			
Remainder After Tribal Funding				\$201,576		
<b>GRCA Monitoring Scenarios</b>						
4 trips per year @ 66,250/trip	\$66,250	4	\$265,000	-\$63,424		
3 trips (25% cut)	\$66,250	3	\$198,750		\$2,826	
2 trips (50% cut)	\$66,250	2	\$132,500			\$69,076
<b>GLCA Monitoring</b>						
no cut (88 person days)	\$400	88	\$35,200	-\$98,624		
25% cut	\$400	66	\$26,400		-\$23,574	
50% cut	\$400	44	\$17,600			\$51,476
<b>BOR Administration</b>						
no cut (198 days arch, 52contracts)	\$400	250	\$100,000	-\$198,624		
25% cut (132 days arch, 52contracts)	\$400	184	\$73,600		-\$97,174	
50% cut (66 days arch, 52contracts)	\$400	118	\$47,200			\$4,276