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Subject

8130 - PLANNING FOR USES OF CULTURAL RESOURCES (PUBLIC)

1. Explanation of Material Transmitted. This release completely revises BLM Manual Section 8130 AND 8131.
2. Reports Required: None
3. Materials Superseded: Manual pages superseded by this release are listed under REMOVE below. No other directives are superseded.
4. Filing Instructions: File as directed below:

REMOVE

All of 8130 (Rel. 8-41; 8-54)
All of 8131 (Rel. 8-42; 8-55)
All of 8132 (Rel. 8-43; 8-56)

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8130
(Total: 12 sheets)

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FIG. 1. Cultural resource use categories and corresponding desired future conditions
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.01 Purpose. The purpose of this Manual Section is to clarify the level of cultural resource information and the kinds of long-term management decisions needed in land use plans that pertain to cultural resources, as outlined in Manual Section 1601, "Land Use Planning," Manual Handbook H-1601-1, "Land Use Planning Handbook," and Manual Section 8110, "Identifying Cultural Resources;" and to provide instruction on preparation of other property-, resource- and project-specific plans that pertain to management of cultural resources.

.02 Objective. The objective of the planning component of the cultural resource management program is to establish parameters for planning decisions with the potential to affect management of cultural resources in a Field Office manager's jurisdiction. The BLM goal is development of land use plans that (a) set priorities for preserving and protecting significant cultural resources and ensuring that they will be available for appropriate uses by present and future generations; (b) identify priority geographic areas for new field inventory, based upon the probability of unrecorded significant resources; and (c) identify and resolve use allocation conflicts with the potential to adversely affect cultural resources.

.03 Authority (See BLM Manual Section 8100.03.)

A. Federal Land Policy and Management Act of 1976 (P.L. 94-579; 90 Stat. 2743; 43 U.S.C. 1701; "FLPMA") states that the Secretary shall prepare and maintain on a continuing basis a current inventory of all public lands and their resource and other values; and with public involvement, develop, maintain, and when appropriate, revise land use plans using the principles of multiple use and sustained yield; and that public lands be managed in a manner that protects the quality of scientific, scenic, historical, and archeological values.

B. National Historic Preservation Act of 1966 (P.L. 89-665; 80 Stat. 915; 16 U.S.C. 470), as amended by P.L. 96-515, December 12, 1980, directs in Section 110 (among other things) that (1) each Federal agency shall establish a preservation program for the identification, evaluation, and nomination to the National Register of Historic Places, and the protection of historic properties; (2) such properties under the jurisdiction or control of the agency as are listed or may be eligible for the National Register are managed and maintained in a way that considers the preservation of their historic, archaeological, architectural, and cultural values; (3) historic properties not under control of the agency, but subject to be potentially affected by agency actions are given full consideration in planning; (4) the agency's preservation related activities are carried out in consultation with other Federal, State, and local agencies and Indian tribes carrying out historic preservation planning activities, and with the private sector; and (5) prior to approval of any Federal undertaking which may directly and adversely affect any National Historic Landmark, the head of the responsible Federal agency shall, to the extent possible, undertake such planning and actions as may be necessary to minimize harm to such landmark.

C. National Trails System Act (P.L. 90-543) (16 U.S.C. 1241 et. seq.) as amended through P.L. 107-325, December 4, 2002, states that within two fiscal years of the date of enactment of legislation designating a national or historic trail, as part of the system, the responsible Secretary shall submit a comprehensive plan for the management and use of the trail including all significant historical and cultural resources preserved and a protection plan for any high potential historic sites or high potential route segments.

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.04 Responsibility (See BLM Manual Section 8100.04.)

.05 References (See also BLM Manual Section 8100.05.)

A. BLM Manual Section 1601, "Land Use Planning."

B. BLM Manual Handbook H-1601-1, "Land Use Planning Handbook."

C. BLM Manual Section 8110, identifying and Evaluating Cultural Resources

.06 Policy. State Directors and Field Office managers and their staffs shall ensure that:

A. New and revised land use and project plans shall incorporate current information on cultural resources inventory, information needs, use allocations, protection issues, and special management concerns, including plans for historic trails, National Monuments and other specially-designated areas, at the appropriate scale and level of detail.

B. New and revised land use and project plans shall give full consideration to cultural resources and resolve use conflicts between cultural and other resources, in such a way as to identify and seek to avoid potential adverse impacts to cultural resources in establishing land use allocations and management goals and practices that support multiple use and sustainable yield.

C. The development, implementation and revision of plans with the potential to affect cultural resources shall include appropriate opportunities for participation by Indian tribes, State and local governments, other Federal agencies, and the public, including consideration of related cultural resource planning and management programs.

D. Plans that include implementation authorizations and associated National Environmental Policy Act (NEPA) documents shall incorporate effect determinations and consideration of No Effect alternatives, so that approvals may appropriately take into account the effects on cultural resources, as required by Section 106 of the National Historic Preservation Act.

E. Plans shall be maintained, supplemented, amended or revised as necessary to incorporate results of ongoing cultural resource inventory and consultation.

.07 File and Records Maintenance. See .14E, .15A3, .43A3, .44C, .47A1. Filing requirements are found in the GRS/BLM Combined Records Schedule (Schedule 4).

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.1 Principles and Standards for Cultural Resource Planning

.11 Planning Requirements. Besides the inventory and planning requirements in the Federal Land Policy and Management Act (FLPMA), which apply to all resource management programs, the BLM is required to consider the short- and long-term management of cultural resources under Sections 106 and 110 of the National Historic Preservation Act (NHPA; see BLM Manual Section 8100, App. 5); Section 14 of the Archaeological Resources Protection Act (ARPA; see BLM Manual Section 8100, App. 8); the National Trails System Act (see BLM Manual Section 8100, App. 10) (16 U.S.C. 1241 et. seq.) and the BLM's national Programmatic Agreement with the Advisory Council on Historic Preservation and the National Conference of State Historic Preservation Officers (PA; see Manual Section 8100.03M and Appendix 13).

.12 Information Needed for Decision Making in Land Use Plans.

A. Data Needs. The following cultural resource related data may be required when preparing or revising regional or local plans.

1. Estimated density, diversity and distribution of cultural properties in the plan area. The population of cultural properties in the plan area should be classified and described in quantitative and qualitative terms, preferably according to subunits of the plan area defined from the cultural resource data.

2. Present condition of the known cultural properties in the plan area.
3. Existing and potential uses of the cultural properties in the plan area.
4. Existing and reasonably foreseeable threats to the cultural properties in the plan area.
5. Traditional values ascribed to places and resources by Native Americans or other cultural groups.
6. Results of previous management actions to prevent the loss or destruction of cultural properties in the plan area.
7. Tribal, State, or local planning goals related to cultural resources in the planning area.
8. Existing cultural resource related commitments and agreements, e.g., Memoranda of Agreement, Programmatic Agreements, or Protocols with the State Historic Preservation Officer or Memoranda of Understanding with Indian tribes.

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B. Data Sources. Decision making in regional or local plans should be preceded by at least the data compilation phase of an initial or updated class I Existing Information Inventory. Depending on the adequacy of existing inventory data relative to the issues to be addressed in decision making, a class II survey may also be needed in selected portions of the plan area. Some decision making may not require additional cultural resource data, depending on the land use issues to be addressed and the potential effects on, or constraints imposed by, cultural resources. Tribal, State, and local cultural resource planning documents should be consulted, as appropriate.

C. Data Analysis. Cultural property use evaluations should be completed during preplanning or early in the decision making process. For each kind of cultural property, considered individually or in collective groupings, a context should be prepared that includes a description of the resource(s) being evaluated, principal contributing characteristics, possible uses, and recommended management objectives. Use evaluations should include National Register eligibility assessments by the type of use and/or the kind of property (see Manual Section 8110.43 and Table 8110-1).

D. Data Display. A geographic information system (GIS) provides essential tools to bring cultural resources and other data together at various scales and formats for spatial analysis and display of results.

.13 Management Direction in Land Use Plans. Field Office managers develop objectives in regional and local plans to provide management direction consistent with the allocations described in Manual Section 8110.4 and to identify management actions necessary to achieve the objectives. Objectives should address at least the following:

A. Prioritizing Research Needs. Assess information gaps and needs for studying particular kinds of cultural properties through research projects, by BLM or others, or through data recovery as a means of mitigating adverse effects. Outline in general the major research questions that need to be addressed in the plan area consistent with research priorities identified in historic context documents, State Historic Preservation Plans, land use plans, class I Existing Information Inventories, and other BLM studies. Identify known properties or kinds of properties that could appropriately be committed to the purpose of fulfilling information needs as opportunities arise.

B. Clarifying Purposes of Long-Term Conservation. Address the need to hold specific, exceptional cultural properties available for future use by prohibiting any use, including scientific study, that would threaten their condition. Objectives or management actions should define conditions under which such properties may be released from the constraints of long-term conservation and used for some other purpose.

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1. If a cultural property's importance lies in its outstanding research potential, include in its description the kinds of data the property apparently contains, its apparent value for the pursuit of specified research topics, and the exact, technical reasons for prohibiting scientific study at this time. Specify, as clearly as possible, precisely what methodological, technological, or other conditions need to be met before the property will be released from its conservation status and made available for research, i.e., what has to happen before scientific study would be allowed? Why would we not accept a good research proposal right now? How will we be able to determine in the future if the release conditions have been met?

2. If a cultural property is important for historical or architectural reasons and is not suitable for study that might result in its physical alteration, including stabilization-related study, describe the precise reasons for withholding it from such study.

3. If a property is to be conserved for the future and also managed for a compatible use (either traditional use or public use), include long-term protection safeguards in local interdisciplinary plans and subsequent project plans. If interpretation is the intended end use of a property, and steps will be taken within a reasonable time to accommodate that use, then allocate the property to interpretation in addition to long-term conservation.

C. Anticipating Traditional Uses. Address needs of Native Americans and other cultural groups for access to and unhampered use of places of traditional cultural or religious importance, including collection of natural resources for traditional purposes.

D. Considering Educational and Recreational Needs. Consider opportunities and public demand for places to visit and learn from cultural properties. Management actions should include the general steps that may be necessary before recreational or educational activities can be accommodated at properties allocated to those uses, such as interpretive development, “hardening” sites to withstand increased visitation, data recovery, and preparation of field school agreements.

E. Targeting Experimental Study. Identify technical questions and opportunities to address them through experimental use of cultural properties that lend themselves to the purpose. Identifying management actions should include identifying any administrative or on-the-ground steps that will be necessary before experimental use can begin, such as limiting land uses to focus the experiment, recording baseline data, establishing controls, notifying the public, etc.

F. Effects on Other Resources. Special cultural resource considerations that may affect the location, timing, method of development or use of other resources in the planning area, should be addressed in objectives or management actions pertaining to the resources involved.

G. Protection Needs. Address means for monitoring, reducing or removing threats, specifying the kind and level of protection measures (including law enforcement), data recovery, or other mitigation actions needed where deterioration is ongoing or reasonably expected.

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H. Data Needs. Consider needs and priorities for gathering additional information such as sample inventory in areas where inventory data are inadequate, test excavations of archaeological properties where difficulties in interpreting surface data make management allocations tentative, condition assessments, or ethnographic studies where little or no information is currently available.

I. Contributions to Management of Other Resources. Identify opportunities to use cultural resource data to improve management of other resources. For example, using ethnohistorical data to show how past land uses have affected present-day plant communities; using archaeological data to indicate past species distributions; using cultural resources to date slope or fluvial processes; and using tree-ring data to reflect cycles of precipitation and stream flow.

.14 Factors to Consider in Decision Making. The following factors should be considered in making cultural resource use allocation decisions in regional or local plans.

A. Relative Importance and Sensitivity. In establishing management objectives, the relative importance and sensitivity of known and anticipated cultural properties should be considered, not simply their geographic distribution and density. Simple density is not necessarily a measure of the importance of cultural properties or the magnitude of potential conflicts. For example, a large cluster of dots on a map could represent a group of small archaeological manifestations determined to have very little scientific importance and no public value, at small risk from other resource or land uses. Alternatively, an isolated dot could represent a unique archaeological property of overriding importance and high vulnerability to competing uses.

B. Feasibility. Cultural resources should be included under a management objective only if there is a reasonable potential of achieving the objective. For example, a rare and important archaeological property should not be proposed for long-term conservation if its deterioration is proceeding at a pace or due to causes that cannot reasonably be arrested.

C. Necessity. Management decisions should be made on the basis of their need, not just their feasibility. For example, while many cultural properties are capable of being interpreted to the public, in some areas there is virtually no need or desirability for interpretive development.

D. Balance. Cultural properties are not divided among the several management categories in any set proportion. In most plan areas, the majority of cultural properties will be prehistoric and historic archaeological properties managed for scientific use. Objectives pertaining to other management categories may be scarcely represented or not represented at all in a given plan area.

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E. Sensitive Information. In any documentation of decision-making that is made available to the public, cultural resource discussions should be generalized so as not to disclose sensitive locational information. Precise information concerning the nature and location of archaeological resources (43 CFR 7.3) and cultural properties eligible for the National Register of Historic Places (36 CFR 60.4) may be withheld from the public as necessary for their protection (ARPA Section 9, 43 CFR 7.18; and NHPA Section 304).

.15 Consultation with Other Parties

A. Consultation with Indian Tribes. Tribal consultation during preparation of RMPs/EISs, RMP amendments, and Interdisciplinary Plans is needed to meet the BLM's responsibilities under FLPMA, NEPA, AIRFA, NAGPRA, and Executive Order 13007. The BLM must inform tribal officials of opportunities to comment on and to participate in development of BLM land use plans, specifically requesting their views, asking them which individuals, such as traditional leaders, should be contacted, if any, and making an effort to pursue those contacts. Consultation responsibilities during land use planning can be met as follows:

1. Subjects of Consultation. Communication with the tribe should at a minimum provide a description (and map) of the planning effort, invite the tribe to participate in scoping, and request the tribe's comments on:

a. Any issues or concerns the tribe might have regarding BLM's management of the planning area.

b. Whether there are any places of traditional religious or cultural importance to the tribe within the planning area, or needs for access to these places, that should be considered in BLM's planning effort.

c. Whether there are any individuals, such as traditional cultural leaders, who should also be contacted. If the Field Office is already aware of such individuals, the letter should state that the BLM will be contacting them as well.

2. Use of Information Obtained. The Field Office manager must consider comments provided by the Native Americans consulted in making decisions on the plan, and must notify consulted persons of the relevant final plan decisions.

3. Documentation. All consultation efforts should be carefully documented. If acceptable to tribal officials, a memorandum of understanding endorsed by the Field Office manager and the appropriate tribal official is the best possible method of documentation.

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4. Sufficiency of Consultation. The Field Office manager should extend an invitation to the chief governing authority of each tribe potentially concerned about or affected by a plan, seeking the tribe's participation and comments. This should minimally involve contact by a telephone call. If the tribe chooses not to participate or provide comments, the Field Office manager's efforts will be considered sufficient. If tribal officials request it, the Field Office manager should meet with them or other tribal members in person. If the Field Office already knows of individuals, such as traditional leaders, who might wish to know about BLM planning issues, the Field Office manager should inform tribal officials that the BLM anticipates contacting the individuals directly, before actually doing so. These few steps are the minimum level of effort sufficient to meet tribal consultation requirements on land use plans.

B. Consultation with State and Local Governments

1. Consultation with SHPO. The BLM/SHPO protocol, implementing the national Programmatic Agreement in each State (see Manual Section 8140, Appendix 1 or Manual Section 8100, Appendix 13), establishes each State's procedures and standards for involving SHPO in the development of land use plans. Early SHPO involvement is a vital element for effectively incorporating historic preservation and cultural resource management in land use decisions.

2. Consultation with County and Municipal Governments. Certified Local Governments and other local governments that have expressed an interest in historic preservation and cultural resource management decision making should be involved in land use plans. An MOU is an appropriate means for defining involvement and establishing the standard of sufficiency for consultation with local governments.

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.2 Incorporating Cultural Resource Content in Resource Management Plans (RMP)

.21 New RMPs, RMP revisions, and RMP amendments. The provisions in subsection .1 of this Manual Section apply to all pending RMPs, RMP revisions, and RMP amendments. All new and updated RMPs will identify the nature and importance of cultural resources in the RMP area; establish goals for their management; make cultural resource use allocation decisions in support of the objectives; and choose management actions and prescriptions that will contribute to achieving those decisions.

A. Budgeting for Identification Costs. Field Offices developing preparation plans and budget requests for RMPs must target sufficient land use planning funds from subactivity 1610 for the assembly, analysis, synthesis, and evaluation of available cultural resource information.

B. Identification. The scope and scale of cultural resource identification is much more general and less intensive for land use planning than for processing specific land use proposals. Instead of new, on-the-ground inventory, the appropriate identification level for land use planning is a class I Existing Information Inventory; i.e., (1) a compilation and analysis of reasonably available cultural resource data and literature, and (2) a management-oriented synthesis of the resulting information. (See Manual Section 8110.21A) However, if land use decisions are more specific in terms of impacts, they may require a more detailed level of identification of the scope and nature of cultural resources during land use planning.

1. Data source. The State Historic Preservation Office (SHPO) database is the primary data source for Existing Information Inventory. In addition to locating and characterizing the distribution of all surveyed areas and recorded cultural resources, qualitatively and quantitatively, class I inventory should interpret the potential cultural resource contents and densities of unsurveyed areas. Data and data interpretations, including projected cultural resource distributions in the unsurveyed areas, should be presented in Geographical Information System (GIS) format.

2. Existing Class I Overviews. Most field offices already have older class I inventories that can be updated, singly or in combination, to meet RMP needs (see Attachment 1). Most existing class I inventories were completed a decade or more ago for "planning units" under an earlier planning strategy. Some were prepared at a larger "resource area" scale, which may or may not correspond to current field office area boundaries. Many are outdated and therefore reflect less-reliable and less-complete information than is available now.

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3. "Landscape" scale inventories. For current planning purposes, some overviews warrant development at the "landscape" scale, focusing less on administrative boundaries and more on the continuity of geographic and cultural similarities and influences. For example, basing an overview on a linear cultural-geographical feature such as an historic trail, or a natural physiographic unit such as a watershed, might be a better way to organize cultural resource data for planning than field office or other arbitrary boundaries would be. A single landscape-level inventory may contribute to the cultural resource information needs for more than one RMP.

4. Outreach. Groups and individuals with historical, scientific, Native American, interpretive, and similar kinds of information and interests should be invited to participate in identification of the cultural resources in the RMP area, especially including evaluation of the resources' use potential. Participation of these groups and individuals is supposed to be recommended in preparation plans. Where this was not done and plan preparation is already underway, their participation should be requested as soon as possible.

5. Consultation. Consultation at the outset of planning with Indian tribes and the SHPO is required by law, regulations, and implementing agreements, and is a vital part of identification and management. Involving tribal governments and SHPOs closely at this level of resource consideration will greatly facilitate coordination and consultation at later stages of planning and project development. (See Manual Section 8120 and Manual Handbook H-8120-1.)

6. Minimum data standards. Each State should develop standards on how to acquire and display data, compatible with the Federal Geographic Data Committee report <<http://colby.uwyo.edu/fgdcdocs/fgdcreport.pdf>>, National Map Accuracy Standard <<http://rockyweb.cr.usgs.gov/nmapstds/nmas.html>>, SHPO data standards, final National Interagency Trail Data Standards, and any additional internal State BLM standards that apply.

C. Goals. A particular RMP may include numerous cultural resource goals. All will include at least the following two goals. (Pertinent legal authorities are shown in parentheses.)

1. Preserve and protect significant cultural resources and ensure that they are available for appropriate uses by present and future generations. (FLPMA Sec. 103(c), 201(a), 202(c); NHPA Sec. 110(a); ARPA Sec. 14(a).)

2. Seek to reduce imminent threats and resolve potential conflicts, from natural or human-caused deterioration, or from other resource uses (FLPMA Sec 103(c), NHPA Sec. 106; 110(a)(2);

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D. Allocations in Support of Goals. Allocate all cultural properties in the RMP area, whether already recorded or projected to occur on the basis of existing-data synthesis, to one or more of the following uses according to their nature and relative preservation value (see Appendix 2). These use allocations pertain to cultural resources, not to areas of land.

Use Category *	Desired Future Condition
a. Scientific Use	Preserved until research potential is realized
b. Conservation for Future Use	Preserved until conditions for use are met
c. Traditional Use	Long-term preservation
d. Public Use	Long-term preservation, on-site interpretation
e. Experimental Use	Protected until used
f. Discharged from Management	No use after recordation; not preserved
<p>* The majority of the cultural properties in a given geographic area will fall into categories a and f. The less-common properties in categories b-e are likely to be associated with particular settings that can be delineated geographically in the planning process. As the plan is developed, properties in categories b-d will require the most attention to balance their proactive uses with other land and resource uses.</p>	

FIG. 1. Cultural resource use categories and corresponding desired future conditions.

E. Management Actions in Support of Goals.

1. Goal 1 – Preserve and Protect.

a. Maintain current cultural resources inventory information in GIS format, including identification of priority geographic areas for future inventory, based upon the probability of unrecorded significant resources (ARPA Sec. 14(a); NHPA Sec. 106, 110). State Offices, Field Office Managers and staff shall support BLM and SHPO efforts to complete and maintain automated cultural resource databases and GIS capability, and continually refine strategies for appropriate consideration of cultural resources in unsurveyed areas, including categorizing geographic areas on the basis of sensitivity and as high/medium/low priority for future cultural resource inventory.

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b. Incorporate the following management actions in planning documents to realize use potentials allocated to cultural properties:

Use	Management Actions
Scientific Use	Permit appropriate research, including data recovery
Conservation for Future Use	Propose protection measures/designations*
Traditional Use	Consult with tribes; determine limitations
Public Use	Determine limitations, permitted uses*
Experimental Use	Determine nature of experiment(s)
Discharged from Management	Remove protective measures
<p>* Managers may impose safeguards against incompatible land and resource uses through withdrawals, stipulations on leases and permits, design requirements, and similar measures which are developed and recommended by an appropriately staffed interdisciplinary team.</p>	

FIG. 2. Management actions needed to realize use allocations.

2. Goal 2 – Reduce Threats. Seek to reduce imminent threats and resolve potential conflicts, from natural or human-caused deterioration, or from other resource uses.

a. State Offices must ensure that all authorizations for land and resource use will comply with Section 106 of the National Historic Preservation Act, consistent with and subject to the objectives established in the RMP for the proactive use of cultural properties in the public interest. All sections of the RMP that address the development of lands and resources will contain standard language stating that managers must not approve proposed activities until compliance with Section 106 of the National Historic Preservation Act has been completed and documented, including, where applicable, consultation with the SHPO and federally recognized Indian Tribes.

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b. In resolving conflicts between cultural resource use allocations and competing land use allocations, where the competing land use has potential to adversely affect cultural resources, managers shall consider all prudent and feasible alternatives to avoid adverse effects on the cultural resources or their uses. Where such alternatives would require undue cost or would be incompatible with competing goals, managers shall seek to balance goals, considering the magnitude of the harm to the cultural resource or its use, the significance of the resource or its use, the effect of mitigation activities on the competing use allocation, and public sensitivities.

F. Monitoring and Evaluating Effectiveness of Management Actions. Field Office Managers shall ensure that plans include a schedule and standards to monitor and evaluate plans to determine whether management actions and protective measures are working satisfactorily.

.22 Maintaining, Amending, and Revising Cultural Resource Content in Recent RMPs. New circumstances may call for changes in the cultural resource content in RMPs prepared according to the above standards. Examples are new cultural resource data of significance to the plan, substantial change in related plans of other Federal agencies, State and local governments and Indian tribes, or changed legal requirements. Maintenance of RMP decisions and supporting components, to reflect minor changes in data, can be done without formal public involvement or preparation of an environmental assessment. Changes in an approved plan's cultural resource use decisions would require an amendment. Where the entire plan or major portions of the plan would be affected, a plan revision would be required.

.23 Previous-Generation Land-Use Plans. Plans prepared before recent authorities such as NAGPRA, the 1992 NHPA amendments, and E.O. 13007 existed, before current planning guidance was in place, or before the national Programmatic Agreement was approved, may not have specific resource management goals and management actions, and may have relied on public participation and consultation guidance which, while adequate at the time, differs from current standards. These plans will need to be updated to current standards as soon as practicable.

A. Plans Scheduled for Amendment or Revision in the Near Future. Field Office managers shall provide for developing cultural resource data before scheduled planning starts. As detailed in Manual Handbook H-1601-1, Manual Section 8110, and this Manual Section every new, revised, and amended RMP is required to incorporate sufficient information to identify the nature and importance of all cultural resources known or expected to be present in the RMP area; definite goals for their management; land use allocation decisions in support of the goals; and management actions and prescriptions that will contribute to achieving the allocation decisions.

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. B. Plans Not Scheduled for Amendment or Revision in the Near Future. Even where plans will not be formally updated for some time, interim working documents may be developed to guide cultural resource-related decisions as appropriate. Field Office managers should seek opportunities to assign staff and/or cooperators to begin developing information and recommendations within available time and funds: assembling and organizing existing cultural resource information; acquiring new information, where needed, through reconnaissance-level field work and consultation; identifying potential management goals for the cultural resources and considering the management tools that would help to achieve them; and recording the information and recommendations to be easily retrievable by general geographical location

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.3 Incorporating Cultural Resource Content in Local Land Use Plans

A. Consideration of cultural resources in local land use plans, e.g. interdisciplinary resource (activity level) plans, shall meet RMP standards on types and levels of cultural resource information, at a scale and level of detail appropriate to the size and complexity of the area and subject matter.

B. Consideration of cultural resources in special resource plans shall meet any supplemental guidance, as for instance the National Trails System Act.

C. Local land use plans shall seek to provide resolution between alternative uses for known cultural resources and also identify and provide strategies for resolving any conflicts between cultural resource protection and any competing management actions.

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.4 Incorporating Cultural Resource Content in Project Plans.

.41 Other Subactivities' Project Plans.

A. Recreation Management. Interpretive or related recreational development and use of cultural properties, allocated to and being protected for public use, may require preparation of a recreation project plan. This maybe done in lieu of preparing a CRPP, provided the recreation project plan includes the appropriate CRPP elements. Once the necessary recreation plan has been implemented, it may be appropriate to transfer long-term management responsibility to the recreation management program.

B. Wilderness Management. Wilderness management plans may have sections addressing management of cultural resources. When the cultural resource management elements of CRPPs are included in these plans, they may be substituted for CRPPs.

C. Other Special Management Areas. Areas of Critical Environmental Concern (ACECs) or other areas of special management attention may appropriately address cultural resources in lieu of preparing CRPPs.

.42 Cultural Resource Project Plans. Cultural Resource Project Plans (CRPP) are detailed design plans for implementing decisions made in regional or local land use plans. Cultural resource project plans include precise estimates of workforce, time/scheduling, equipment and supply needs for specific management or information gathering actions. They should be sufficiently detailed to serve as contract specifications, as needed, and to provide a direct link between planning and budgeting. Jobs that are based on completed project plans shall receive priority consideration during annual work plan preparation. They cover:

A. Protection projects for individual cultural properties or for classes of cultural properties requiring similar measures within a manageable spatial unit.

B. Information projects such as inventory or test excavations where needed to provide a basis for refining evaluations and allocations to use categories.

C. Interpretation projects in which cultural properties are developed for public visitation.

.43 Developing CRPPs. Appropriately qualified culture resource specialists develop project plans in close consultation with engineering, recreation, and staff personnel as appropriate. Project plans are prepared according to the schedule in the local land use plan. Project plans are also developed for protection projects such as stabilization or emergency protection for threatened cultural resources before a local land use plan has been prepared.

A. Required Narrative Components. Project plans should not duplicate information in regional or local land use plans.

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1. Introduction. Provide a brief introduction to orient the reader, referencing the regional or local land use plan being implemented and including: objectives of the CRPP; a summary of the cultural resources and/or resource types involved; the uses to be protected or implemented; a summary of the relevant land use plan decisions/strategies; a concise statement of the management problem or opportunity being addressed by the CRPP; and a brief description of the relevant geographical and physical characteristics considered from a logistical or engineering perspective.

2. Planned Actions. Describe specific information gathering, protection, and other management actions, by order of implementation or by calendar dates for initiation and completion. Identify dependent actions as such; that is, if step Y cannot proceed until step X is completed, state this. Protection actions to be considered include installation of physical protection devices, stabilization, partial data recovery, and law enforcement surveillance. Protection supporting actions include withdrawals and closures, execution of cooperative agreements, and cadastral survey. Information gathering actions include new inventory where protection may be needed, new documentary research, test excavations for refining evaluations and management allocations, and similar data-oriented actions. Identify subactivities that will be involved, and provide cost and scheduling details for prescribed actions in narrative, tabular, and graphic form (such as sketches, maps, photos, time lines, etc.) as appropriate.

3. Appendices.

a. Graphics. Include maps, overlays, or similar attachments integral to the plan in an appendix. Date and initial all maps and overlays, and clearly identify any cultural resources affected by the plan.

b. Supporting Data. Include detailed information and documentation needed for the permanent project record in an appendix (e.g., forms, data summaries, evaluation summaries, and related records not already included in the regional or local land use plan). Also, reference or summarize any relevant State or local cultural resource plans and professional reports within the project area.

c. Specific Location Information. Delete legal descriptions and maps from CRPPs before they are made available for public review or inspection if there is sufficient reason to expect that disclosure of location would lead to a cultural property's unauthorized disturbance (see National Historic Preservation Act, Section 304; and Archaeological Resources Protection Act, Section 9).

B. Implementation Schedule and Cost Estimate. Prepare a detailed implementation schedule for the planned actions, including specific work requirements and cost estimates on a year-by-year-basis. Give careful consideration to monitoring and maintenance needs; do not plan term management on a single-year basis. The CRPP must also include a description of the methods to be used in monitoring, measuring and reporting CRPP progress and accomplishment of objectives, and in identifying needs and methods for changes in the implementation process.

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.44 Compliance and Consultation for CRPPs.

A. NEPA Compliance. Compliance with the National Environmental Policy Act is guided by BLM Manual Section 1790 and Handbook H-1790-1. Environmental review is required for every CRPP. Each existing germane NEPA document is identified and reviewed to determine if it can be used to satisfy NEPA requirements for the CRPP, or if a new document is needed. This must in all cases include examination of the environmental impact statement/environmental assessment for the regional land use plan and local plan, if any, under which the CRPP is being prepared. Environmental analysis (usually resulting in an environmental assessment tiered to the existing environmental documents) is completed as necessary to fully disclose projected impacts of the actions covered by the CRPP. Documentation of the results of the review and any subsequent environmental analysis is conducted as specified in H-1790-1.

B. Native American Consultation.

1. Native American Participation. If any tribe or Indian individual attributes religious or cultural importance to a cultural property involved in the project plan, and if the proposed management action was not considered as part of the tribal coordination or public participation for the regional or local plan EIS/EA or during ARPA notification (see .44B2), provide the tribe or individual an opportunity to participate prior to plan approval, during preparation of the CRPP EA. The need for, and extent of, Native American consultation should be determined in accordance with Handbook H-8120-1.

2. ARPA Notification. If work under the project plan would require an excavation permit or its equivalent under the ARPA and could harm or destroy a site that has been identified by an Indian tribe as being of religious or cultural importance, notify the tribe after CRPP actions have been determined (see 43 CFR 10.3 7.7, BLM Manual Section 8150.13), during plan development. Complete consultation requested by the Indian tribe, prior to plan approval.

3. NAGPRA Consultation. If work under the project plan includes the intentional excavation of Native American human remains, funerary objects, sacred objects or objects of cultural patrimony, consult with the lineal descendant(s) and affiliated tribe(s) during plan development to determine views with regard to the excavation. If excavation is still planned after considering the results this consultation, incorporate into the plan appropriate treatment and disposition measures 43 CFR 10.3). Complete consultation prior to plan approval.

C. SHPO Consultation. As appropriate to the actions covered by a CRPP, consult with the SHPO in accordance with the national Programmatic Agreement and BLM/SHPO Protocol prior to plan approval, and prior to implementing any action that may have an effect on cultural properties eligible for or included in the National Register. Document this consultation in the plan.

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.45 CRPP Approval Process. After involved staff specialists have indicated their participation by signature and date, the appropriate Field Office manager approves the plan or plan revision by signing and dating the approval sheet.

.46 Implementing CRPPs

A. Annual Work Plan Process (PTA/AWP). The implementation schedule and cost information provide direct input to the development of the PTA/AWP. Include in the PTA/AWP submission both the level of implementation that can be funded within the proposed cost target and also the specific actions that will require additional funding for full implementation. The approved AWP sets the rate of CRPP implementation based on statewide assessment of protection or information needs and other program priorities.

B. Performance Review. When the implementation or maintenance of a CRPP is funded in the AWP, the CRPP provides specific details for developing specific performance measures to be included in the annual performance reviews for responsible managers and staff specialists.

C. Reporting Accomplishments

1. Performance Indicators. Report individual projects or actions that implement the plan each fiscal year through the performance indicator feedback requested in the AWP.

2. Annual Report. Report plan completion and implementation among annual report data requested by the Director early in the following fiscal year.

.47 Evaluating CRPP Effectiveness

A. Review

1. Where CRPPs pertain to long-term protection and use of resources, conduct on-the-ground monitoring, studies, and/or analyses on a regular basis to measure CRPP effectiveness. Unless more frequent review is indicated by the nature of conditions that prompted plan preparation, review the effectiveness of CRPP implementation at least annually. Document reviews and findings as an addendum to the plan.

2. Where CRPPs pertain to information gathering projects, incorporate results in Class 1 inventories and evaluation records within one year of project completion, and evaluate the project's effectiveness at correcting the deficiency that prompted the project.

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B. Revisions. Ensure that any major plan revision incorporates the same analysis, coordination, and compliance as required for the original CRPP, and that revisions are approved in the manner of an original CRPP.

1. Revise protection CRPPs as necessary, based on annual review or other indication that changes need to be made. A revision is indicated when the condition of the resources has continued to deteriorate at an unacceptable rate, or when other objectives of the plan are not being met.

2. Revise information-gathering CRPPs as needed. For example, revise to design a subsequent phase of class II survey when review indicates that intended results were not adequately attained, or when a predictive model developed on project data now requires new data for testing its usefulness.

3. Revise public-interpretation CRPPs when deteriorating resource or facility conditions, visitor surveys, or other public response indicate that objectives are not being met.