

**Forest Service Handbook  
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**Forest Service Handbook 2309.12 – Heritage Program Management Handbook  
Chapter 30 - Identification, Evaluation, and Allocation to Management Use Categories**

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**Responsible Staff:**

**Last Change:**

**Superseded Document(s):**

**Digest:** Following is an explanation of the changes throughout the directive by section.

**2309.12:** Establishes new handbook “FSH 2309.12, Heritage Program Management Handbook.”

**Zero code:** Establishes codes, captions, and sets forth new direction for the management of the Heritage Program.

**10:** Establishes codes, captions, and sets forth direction for the coordination and consultation requirements for the Heritage Program.

**20:** Establishes codes, captions, and sets forth direction for the planning requirements for the Heritage Program.

**30:** Establishes codes, captions, and sets forth direction for the identification, evaluation, and allocation for management use requirements for the Heritage Program.

**40:** Establishes codes, captions, and sets forth direction for protection and stewardship requirements for the Heritage Program.

**50:** Establishes codes, captions, and sets forth direction for public education and outreach requirements for the Heritage Program.

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**60:** Establishes codes, captions, and sets forth direction for the management of heritage collections for the Heritage Program.

**70:** Establishes codes, captions, and sets forth direction for administering the permits, agreements, and contracts for the Heritage Program.

**80:** Establishes codes, captions, and sets forth direction on the uniform guidance and procedures for Heritage professionals to manage and report cultural resource information.

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This chapter provides uniform guidance and procedures for Heritage professionals conducting cultural resource identification and evaluation, and recommending allocation of cultural resources to management categories. The direction applies to these activities regardless of whether they are conducted under Section 106 and 110 of the National Historic Preservation Act of 1966 as amended (NHPA) (16 U.S.C. 470 et seq.), or the Archaeological Resources Protection Act of 1979 as amended (16 U.S.C. 470aa-mm), or other authorities. Use this direction in conjunction with FSM 2363.

### **30.4 – Responsibility**

Heritage professionals:

1. Complete cultural resource identification on National Forest System lands to meet planning, management, and research needs.
2. Evaluate cultural resources for eligibility to the National Register in accordance with Section 60.4 of Title 36, Code of Federal Regulations, Part 60 – National Register of Historic Places.
3. Allocate cultural resources to management use categories and identify Priority Heritage Assets.

### **31 –Sequence of Events**

There are three steps involved in the proper documentation of cultural resources for effective management and consideration in land use decisions:

1. Identification of cultural resources on National Forest System lands. This includes records and archival research, communication with Indian Tribes and local informants, as well as field survey.
2. Evaluation of cultural resources to determine their archaeological, historical, or cultural values, and eligibility for listing on the National Register in accordance with 36 CFR part 60. Ideally, complete evaluation during field survey or shortly thereafter to avoid creating a backlog of unevaluated cultural resources.
3. Allocation of cultural resources to appropriate management uses that preserve and protect those attributes that make them archaeologically, historically, architecturally, or culturally significant and that maximize their agency and public benefit.

Recognize that the tools and methodology used may change depending on the location of the cultural resource inventory or evaluation activity. See section 33.6.

### **32 – Identification**

For related direction see FSM 2363.1.

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Identify cultural resources on National Forest System lands to:

1. Locate and document historic properties that illustrate the history, prehistory, and cultural diversity of the United States.
2. Provide cultural resource information relevant to land use planning, research, public interpretation, and conservation education.

NHPA Section 106 requires Federal agencies to take into account the effects of their undertakings on historic properties. Cultural resource identification is usually a prerequisite for complete review of Forest/Grassland undertakings.

NHPA Section 106 identification focuses on cultural resources vulnerable to the potential effects of a proposed undertaking and, therefore, may not necessarily consider all cultural resources in a geographic area. For example, a survey carried out in advance of a prescribed burn may focus primarily on historic structures and other fire-sensitive sites, and may not be adequate for an undertaking involving substantial ground disturbance.

When the NHPA Section 106 process is completed for an undertaking, the geographic area is not automatically exempt (“cleared”) from review for all future undertakings. Each new undertaking, even if an identical, previously reviewed activity is proposed at a later time, requires some level of NHPA Section 106 compliance review. Similarly, an undertaking may be categorically excluded or not require review under the National Environmental Policy Act of 1969 (NEPA) (42 U.S.C. 4321-4347), but may still be subject to a NHPA Section 106 compliance review. See FSH 1909.15.

Identification may be done under NHPA 110, the Archaeological Resources Protection Act of 1979 as amended (ARPA) (16 U.S.C. 470aa-mm), and other authorities to address Heritage Program management goals and objectives, including research and cultural resource protection. For example, NHPA Section 110 identification is one indicator of the Heritage Program Managed to Standard performance measure.

Use contractors and/or cooperators to complete large-scale, complex, or time-sensitive cultural resource identification projects. Clearly identify requirements and products in the statement of work (see ch. 73 of this Handbook). When using cooperators (such as a university field school), incorporate their objectives (for example, student training) and schedules when identifying mutual goals, expectations, schedules, and products in the agreement.

### **32.1 – Existing Data Review**

Complete reviews of existing cultural resource data to:

1. Determine further identification needs, including the need for and appropriate intensity of field survey.
2. Assess the level of previous inventory and investigation in a planning area.

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3. Provide cultural and paleo-environmental context for a land use planning area.
4. Identify known and potential cultural resources that require field verification or monitoring.

Scale existing data reviews to the scope and intent of the planning purpose. An exhaustive data review may be unnecessary for an undertaking that affects a small, well-defined area such as an oil well pad. Whereas a multi-year fuels reduction project involving thousands of treatment acres will require more extensive data review and analysis.

Existing data reviews draw on a diverse range of sources, including but not limited to:

1. Cultural resource overviews and historic context statements.
2. Published and unpublished literature that addresses regional and local history and prehistory.
3. Inventory records, site forms, and maps.
4. Heritage NRM and GIS databases.
5. State Historic Preservation Office (SHPO) files of past inventories (including on non-National Forest System land as appropriate).
6. Historic maps, historic aerial photographs, Government Land Office maps, land plats, and Agency records.
7. Predictive models for the area or for geographically-similar areas.
8. State and county record searches (to identify previous landowners and persons who may be locally important that may be associated with cultural resources on National Forest System land).
9. Local informants, including Tribes, with knowledge of the planning/project area.

### **32.11 – Use of Legacy Survey Data**

Survey data accumulated during the initial years of Forest Service cultural resource management may not meet current standards or conform to modern technologies (for example, GPS coordinates). Field conditions and surface visibility also change. These older data provide useful information for broad-scale land use planning and for cultural resource identification strategies, but do not negate the requirement for further identification and field survey.

When reviewing legacy data for planning or project purposes, Heritage professionals should:

1. Review past and current survey coverage using project maps, survey designs, transect interval maps, GIS, survey descriptions, photographs, and related field data.
2. Identify those areas with substandard or inadequately documented survey coverage or areas where additional field survey is warranted due to better ground visibility, new cultural resource information, or other relevant factors as identified by the Heritage professional.
3. Verify that those areas with substandard coverage are within the current project Area of Potential Effect (APE).
4. Conduct targeted field survey in the project APE following current Forest /Grassland site identification strategies, inventory plans, or predictive models.
5. Document the survey according to Regional, State, or programmatic agreement protocols and enter in GIS and Heritage NRM.
6. Monitor cultural resources within planning and treatment areas and update site records as necessary in Heritage NRM and GIS.
7. Modify Forest/Grassland site identification strategies, inventory plans, or predictive models as appropriate to reflect new data, inventory technologies, and methods.

### **32.12 – Predictive Models, Site Identification Strategies, and Inventory Plans**

Develop site identification strategies, inventory plans, and predictive models to:

1. Assess cultural resource probability and sensitivity to meet an intended planning purpose.
2. Design thorough and cost-effective field surveys.
3. Determine appropriate intensity of field survey based on identified cultural resource sensitivity or probability zones and extent of anticipated impacts when survey is part of NHPA Section 106 compliance.
4. Define cultural resource and human land use patterns for research, monitoring, or other purposes.

These planning tools apply basic sampling techniques to extrapolate and estimate the density and distribution of cultural resources in a planning area. All use observable environmental and topographic variables including slope, aspect, elevation, hydrology, soil classification, flora, ecosystem classification, and other landscape attributes and natural features to identify cultural resource sensitivity or probability zones. Some of these planning tools may also include cultural/social variables to predict the locations of human use on the landscape.

Predictive models are formal quantitative tools that offer statistically valid predictions of cultural resource probability within a specified confidence level and a known margin of error. Predictive models are valuable for broad-scale Forest/Grassland planning and analyses, and are useful in planning and implementing field surveys.

Site identification strategies and inventory plans are non-statistical, qualitative, intuitive, and pragmatic in structure. Like statistically sophisticated predictive models, these models are also developed on the basis of known cultural resource distributions and key environmental variables, as well as professional experience and judgment.

Predictive models, site identification strategies, and inventory plans should be capable of incorporating new data, methods, and technology. They require testing, validation, and refinement as new information is acquired. New information to consider in updating models includes, but is not limited to, cultural resource data from surveys and investigations; changes in landscape conditions, such as increased ground visibility due to fire; and increased human activity potentially affecting cultural resources, such as dispersed recreation, increased access, and illegal activity.

Do not extrapolate information from a predictive model or site identification strategy that goes beyond the model's original intent. Consider these limitations:

1. A model to predict the location of prehistoric-era human activities may not be adequate to identify historic-era resources such as mining or logging operations.
2. A model to predict the location of human activities associated with prehistoric agricultural groups may not be adequate to identify/predict resources associated with hunter-gatherer groups.
3. A summary of existing cultural resources generated by a site identification strategy or inventory plan does not necessarily predict the potential for cultural resources in un-surveyed areas.
4. Modern environmental conditions may not serve to identify sensitive areas that contain cultural resources tied to past environments.

### **32.2 – Field Survey**

The purpose of a field survey is to:

1. Characterize the range of cultural resources in a geographic area.
2. Locate and document cultural resources.
3. Develop recommendations for further identification or survey needs.
4. Address specific management issues or needs.



5. Aid in developing and testing inventory plans and predictive models.
6. Answer pertinent research questions.

The scope of a field survey will depend on existing knowledge about cultural resources in the planning area, management purpose and need for the cultural resource information, scope of a proposed undertaking, and the type of potential adverse effect or impact. Use predictive models, site identification strategies, or inventory plans as appropriate to design field surveys.

See FSM 2363.15 for conditions under which field surveys may be waived.

### **32.21 – Reconnaissance Survey**

Conduct reconnaissance surveys to gather general information about the presence, location, distribution, and condition of cultural resources across a landscape for broad-scale planning and research purposes. Use probabilistic and non-probabilistic sampling methods (see following section) in reconnaissance surveys. A reconnaissance survey may be the first step in addressing NHPA Section 106 compliance within a project planning area, but it is not a complete survey.

Examples:

1. Use a reconnaissance survey to determine the potential of an area for a rock art survey and recordation project using Passport in Time volunteers.
2. Use a reconnaissance survey to estimate the number and type of fire-sensitive (combustible) cultural resources in a large planning area targeted for a prescribed burn.

### **32.22 – Sampling Survey**

Conduct sampling surveys using either probabilistic or non-probabilistic sampling methods to obtain statistical representations of cultural resource distributions in a planning or research area.

Consult the academic and cultural resource management literature when designing sampling surveys or when developing predictive models, inventory plans, or site identification strategies.

1. Probabilistic sampling is appropriate when it is necessary to have a representative sample of cultural resources in a large planning area. Survey an appropriate percentage of the area to allow for the use of statistical methods to make generalizations about cultural resource distributions across the entire planning area. Random, stratified-random, and systematic sampling are all probabilistic survey strategies.
2. Non-probabilistic sampling is appropriate if previous survey and/or historic documentation identifies the distribution and probability of cultural resources across the landscape, or if the cultural resources are highly visible on the landscape.

Examples:

1. Use a sampling survey to predict the range and types of cultural resources in mountainous landscape proposed for natural gas leasing and development.
2. Use a sampling survey to determine distribution of cultural resources in a livestock grazing allotment proposed for a change to a more intensive grazing system.

Consider the following limitations of sampling surveys:

1. Probabilistic sampling may overlook significant cultural resources in the planning or research area and, therefore, do not preclude the need for field survey if management activity should be planned in the future.
2. Non-probabilistic sampling may introduce surveyor bias and, thus, overlook rare or unusual cultural resources.

### **32.23 – Intensive Survey**

Intensive survey is a pedestrian survey to locate historic properties within a defined area using site identification strategies appropriate to the geomorphology, vegetation, and potential for the existence of cultural resources.

The Secretary of the Interior's Guidelines for Identification further define intensive survey as "most useful when it is necessary to know precisely what historic properties exist in a given area or when information sufficient for later evaluation and treatment decisions is needed on individual historic properties. Intensive survey describes the distribution of properties in an area; determines the number, location, and condition of properties; determines the types of properties actually present within the area; permits classification of individual properties; and records the physical extent of specific properties."

Follow Forest/Grassland predictive models, site identification strategies, inventory plans, programmatic agreements, and Regional or State guidelines as applicable, to ensure intensive survey meets the goal of locating all historic properties in an efficient and logical manner.

Document survey boundaries on a topographic map or with GPS instruments and follow Regional, State, or other guidelines as necessary for further documentation, such as transect routes and spacing.

Examples:

1. Use an intensive survey within the APE of a proposed electronic facility.
2. Use an intensive survey in a canyon heavily targeted by artifact collectors and looters.

### **32.3 – Subsurface Probing During Field Survey**

For related direction see FSM 2363.14.

In some Regions and specific areas, subsurface probing may be necessary to determine the presence or absence of cultural resources where dense vegetation, rapid soil accumulation, dune activity, or other natural processes or human-caused disturbances obscure the ground surface.

Where Regional or State direction and professional convention includes probing as a standard survey practice, ensure that an unanticipated discovery protocol is in place (FSM 2362.3), and treat recovered cultural resource materials in accordance with Regional or Forest/Grassland field collection standards. See chapter 40, section 42.2; chapter 10, section 13.4; and chapter 63 of this Handbook.

### **32.4 – Remote Sensing**

Use aerial photography, satellite imagery, LiDAR, and terrestrial geophysical prospecting methods (such as ground penetrating radar, metal detecting) when practical and available to enhance field survey accuracy, especially in areas of high cultural resource probability/sensitivity that are obscured or hidden by dense vegetation, soil deposition, or difficult terrain.

Remote sensing equipment requires special training to operate. Consider agreements and contracts with remote sensing specialists to conduct this work.

When appropriate and cost-effective, use metal detectors to identify proto-historic and historic sites and their boundaries and features.

Where remote sensing methods include collection of cultural materials, ensure that an unanticipated discovery protocol is in place (FSM 2362.3), and treat recovered cultural resource materials in accordance with Regional or Forest/Grassland field collection standards. See chapter 40, section 42.2; chapter 10, section 13.4; and chapter 63 of this Handbook.

### **32.5 – NHPA Section 106 Phased Identification**

A phased approach to identification and evaluation in accordance with Section 800.4 (b)(2) of Title 36, Code of Federal Regulations, Part 800 – Protection of Historic Properties, may be appropriate in the following situations to facilitate work planning, scheduling, and analysis:

1. Where alternatives under consideration consist of corridors or large land areas.
2. Where access to properties is restricted.

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3. Where deferred final identification and evaluation of historic properties is specifically provided for in a memorandum of agreement pursuant to 36 CFR 800.6, a programmatic agreement pursuant to 36 CFR 800.14(b), or the documents used by the Agency Official to comply with NEPA pursuant to 36 CFR 800.8.

For example, phased identification may be appropriate for a power transmission corridor or an integrated forest restoration project where treatment must be at large (landscape) scale to be effective and when multi-year planning, analysis, and implementation are required. NEPA analyses and review of such projects are usually documented in an Environmental Analysis (EA) or Environmental Impact Statement (EIS).

Consult as early as possible with the SHPO, THPO, Indian Tribes, and Advisory Council regarding the use of phased identification and evaluation.

If phased identification and evaluation per 36 CFR 800.4(b)(2) is followed:

1. Include the signed agreement used to meet NHPA Section 106 review requirements in the NEPA Record of Decision (ROD) or Finding of No Significant Impact (FONSI).
2. Include in the ROD or FONSI, the specific design criteria and standard treatments that would lessen or eliminate adverse effects to known or potentially-identifiable at risk cultural resources.
3. Track and report cultural resource identification progress within the APE.
4. Consult on a regular basis with SHPO, Indian Tribes, and other interested parties. Determine the schedule in coordination with the NEPA project leader and SHPO.
5. Identify cultural resource protection and mitigation needs in a project implementation plan to ensure that these actions occur.
6. Ensure that all phased NHPA Section 106 is completed prior to implementation of the project or project component.

### **32.6 – Field Survey Preparation and Implementation**

Prepare a field survey design based on criteria in a Forest/Grassland predictive model, inventory plan, or site identification strategy, indicating all areas targeted for survey. The design may delineate a range of cultural resource probability or sensitivity areas and key those to the intensity of coverage (transect intervals) appropriate in each.

Educate and train all field-going personnel in field survey and site recording procedures, and in emergency, safety, land navigation, and communication protocols.

Ensure personnel have all equipment necessary to identify, record, and map cultural resources including, but not limited to maps of survey area and legacy cultural resource data (such as site forms), GPS, I-Mobile Recorder, and camera.

Prepare and use a job hazard analysis to educate field-going personnel about safety issues and accident prevention measures. Ensure that field personnel have necessary safety items including, but not limited to a first aid kit, communication devices, and appropriate personal protective equipment, and that they are aware of current field conditions and emergency response procedures.

### **32.61 – Field Notes**

Document survey progress and cultural resource discoveries in field notes that include, at a minimum:

1. Author name.
2. Crew names.
3. Survey dates.
4. Project name and/or designation.
5. Project location and setting (access, landform, topography, vegetation).
6. Survey methodology, logistical issues, contingencies (field conditions).
7. Discoveries (brief description of sites with sketch maps to correlate with site forms).
8. Issues and recommendations.

### **32.62 – Maps**

Use scaled maps to document the project boundaries, the APE, and the location of identified cultural resources.

Follow Regional or State survey mapping protocols, which may require documentation of survey transect routes. Record survey transects and/or subsurface probe locations with GPS instruments or by accurately marking their locations on the project map while in the field.

### **32.63 – Photographs**

When logical or meaningful to do so or required by Regional or State protocol, document the project area and cultural resources with photographs. Label and catalogue all photographs according to provenience (project, site, date) and with all appropriate descriptive information (orientation, view, content, scale).

### **32.64 – Artifacts**

Carefully consider the collection of artifacts during a field survey, taking into account the vulnerability of the item if left and the disposition/curation of the item if collected. Follow Regional collection policies or the collection policies in the Forest/Grassland's Collection Management Plan (see ch. 60, sec. 62.3 of this Handbook).

When artifacts are collected as part of field survey, include all relevant provenience information (for example, surveyor, temporary or permanent site number, date) on the project map and in field notes, and place the artifact in a suitable field container with the corresponding provenance information. Process, label, and appropriately store the artifact(s) immediately following completion of the field survey.

### **32.65 – Cultural Resource Site Forms**

Document all discovered cultural resources on Forest Service or State site forms. Follow State guidelines when using State site form templates and protocols. Use electronic handheld data recorders if available to expedite field recordation and entry into the Heritage NRM database.

Include a map at a scale sufficient to accurately show topography, site boundaries, architectural features, locations of subsurface probes (if performed), and artifact locations and/or concentrations.

Use GPS instruments to locate and define site boundaries. In absence of GPS, hand-drawn maps are acceptable. Include a legend on all maps that shows site name and designation, recordation date, recorders, direction arrow, map scale, and site features.

### **32.7 – Inventory Reporting**

Document cultural resource inventories completed for NHPA Section 106 and 110, ARPA or other purposes in accordance with Regional or State guidelines or Programmatic Agreement standards. See FSM 2363.16.

NHPA Section 106 inventory documentation must be sufficient to allow SHPOs and Indian Tribes as appropriate, to review and comment on survey adequacy, National Register eligibility, and determination of effect. See chapter 40, section 42.12 of this Handbook for documentation requirements related to the NHPA Section 106 process.

A cultural resource inventory report should include, but is not limited to:

1. Inventory purpose, need, and location;
2. Results of existing data review;
3. Description of the area inventoried, including boundaries;

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4. Survey methods including an estimate of the extent of survey coverage;
5. A record of the precise location of all cultural resources identified;
6. Updated information on any previously recorded cultural resources in the inventoried area;
7. Information on the appearance, significance, integrity, and boundaries of each property;
8. An assessment of the effect(s) of the proposed undertaking (if applicable) on cultural resources;
9. Artifact catalogues; and
10. Maps, drawings, and photographs.

Enter all inventory data into Heritage NRM and on GIS data layers.

Retain all field survey documentation, per above, and maintain as part of the permanent record. These items may be attached electronically in the Heritage NRM database.

### **33 – National Register Evaluation**

Evaluate archaeological, historical, or cultural importance of cultural resources on National Forest System lands to:

1. Increase understanding of prehistory, history, and past human land uses.
2. Determine National Register eligibility under NHPA and 36 CFR 60.4.
3. Assist in determination of project effect in accordance with 36 CFR 800.5
4. Recommend appropriate management uses of cultural resources.

When feasible, complete National Register evaluations in conjunction with a field survey to avoid creating a back log of unevaluated cultural resources. When this is not possible, implement a schedule to evaluate recently discovered cultural resources and any backlog of unevaluated cultural resources.

Treat all unevaluated cultural resources as National Register-eligible properties until a formal evaluation is completed, and the SHPO has had the opportunity to review and comment.

The research necessary to evaluate a cultural resource may include:

1. Detailed recordation and mapping,

2. Aerial photography,
3. Remote sensing,
4. Subsurface testing (excavation),
5. Technical analyses of artifacts,
6. Specialized studies,
7. Archival and comparative research, and
8. Oral history and informant interviews.

In some cases, National Register evaluation may not require extensive investigation when enough is known about the area and cultural resource site type to make an accurate field assessment. In other cases, evaluation will require excavation, laboratory analysis, and archival research.

### **33.1 – Preparing for National Register Evaluation**

Complete all necessary fieldwork, laboratory analyses, research, and documentation to evaluate cultural resources. Poorly documented cultural resources contribute to the National Register eligibility evaluation backlog.

Use contractors and/or cooperators to complete large-scale, complex, or time-sensitive cultural resource evaluation projects. Clearly identify requirements and products in the statement of work (SOW) (see ch. 73 of this Handbook). When using cooperators (for instance, a university field school), incorporate their objectives (for example, student training) and schedules when identifying mutual goals, expectations, schedules, and products in the agreement.

### **33.2 – National Register Evaluation Standards**

Follow the Secretary of the Interior's Standards for Evaluation. Prepare a research design when the evaluation involves substantial subsurface testing and field recordation beyond subsurface probing used in survey and site identification. See FSM 2363.14 and section 32.3 of this chapter. Provide opportunity for Agency peer, SHPO, and Tribal review, as appropriate.

Prepare a research design and detailed statement of work (SOW) for cultural resource excavations done under contract by a professional cultural resource management consultant (see FSM 2367.3 and ch. 70 of this Handbook). Include a SOW as part of the stipulations in a partnership agreement.

Contracts and agreements must clearly describe evaluation standards, timeframes, and deliverables. An ARPA Permit for Archaeological Investigations is required for both



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contractors and cooperators when the evaluation work involves testing of an archaeological site beyond subsurface probing used in survey and site identification. See FSM 2363.14 and section 32.3 of this chapter. An ARPA permit may be issued in addition to a contract or the permit requirements may be incorporated into the contract stipulations. See FSM 2367.15 and chapter 70 of this Handbook.

Contractors and cooperators should provide recommendations of National Register eligibility, but the Forest Service retains the responsibility of the official recommendation to SHPO.

Follow SHPO evaluation standards and guidelines when applicable. To insure State-wide consistency, some SHPOs require specific evaluation thresholds (for example, minimum number of test units) and/or eligibility thresholds (for instance, minimum artifact density per cubic meter of excavated fill) for specific property types. This information assists the SHPO in the application of National Register criterion D.

### **33.3 – National Register Evaluation Documentation**

Follow Regional or State guidelines, as appropriate, when documenting cultural resource evaluations. Cultural resource evaluation documents or Determination of Eligibility Statements (DOE) may include but are not limited to:

1. Cultural resource description,
2. Purpose and need for evaluation, when appropriate,
3. Environmental and cultural context,
4. Methods (field, laboratory, archival),
5. Results,
6. Interpretation and conclusions,
7. Application of National Register (see section 33.2 below) and other (State) criteria,
8. Bibliography, and
9. Maps and photographs.

Regard all Determinations of Eligibility reports as confidential information (see FSM 2361.4). When appropriate, disseminate information derived from Agency cultural resource evaluation and investigation in Agency publications or other publications for Agency and public benefit.

### **33.4 – Application of National Register Criteria**

See FSM 2363.21 – 2363.23 and chapter 40, section 46.11 of this Handbook.

Apply the criteria for National Register eligibility listed in 36 CFR 60.4 to all identified cultural resources, whether archaeological, historical, architectural, or traditional use. Use SHPO resources (for instance, context statements) and expertise to assist in National Register evaluations.

Refer to evaluation and nomination guidelines in National Park Service (NPS) National Register Bulletin #15 *How to Apply the National Register Criteria for Evaluation* and National Register Bulletin *Guidelines for Evaluating and Registering Archaeological Properties*.

### **33.5 – Cultural Landscapes**

Refer to NPS Preservation Brief 36 – *Protecting Cultural Landscapes* for general information on identifying cultural landscapes, which are defined as “a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person exhibiting other cultural or aesthetic values.”

### **33.6 – Cultural Resources in Specially Designated Areas**

Regardless of the special designation of an area, evaluate cultural resources in accordance with National Register criteria in 36 CFR 60.4 and follow the standard procedures of documentation and consultation with SHPO and Indian Tribes.

When evaluating cultural resources within a specially designated area, follow the policy and guidelines for the specific designation that may affect the tools and methodologies used to carry out the evaluation. For example, Wilderness policy prohibits the use of motorized equipment or mechanical transport.

## **34 – Allocation to Management Use Categories**

For related direction see FSM 2363.3.

Allocate cultural resources to management categories to:

1. Identify the unique values of each cultural resource.
2. Recommend appropriate management uses of each cultural resource that protects its unique value and realizes its greatest management potential.
3. Characterize management issues, concerns, and needs.

### **34.1 – Management Use Categories**

Allocate cultural resources to the following management use categories. Not all cultural resources are of equal value, and these allocation recommendations are meant to assist in the organization of the management of these resources. Management use category allocations are not land use decisions and do not bind the Agency to a certain course of action. These allocations may be re-evaluated and revised as appropriate.

#### **34.11 – Preservation**

Cultural resources whose primary value warrants protection in place:

1. Traditional Use Areas: Cultural resources important to groups as traditional gathering places for religious or spiritual practices, or for collection of natural resources for traditional purposes. Traditional use areas may not be recognizable by the presence of archaeological remains or ruins, but they must be tangible locations and have defined boundaries. Some resources may be sacred sites in accordance with the American Indian Religious Freedom Act of 1978 as amended (AIRFA) (42 U.S.C. 1996 and 1996a) and Executive Order 13007 issued May 24, 1996 (E.O.13007) – Indian Sacred Sites. They may or may not be subject to compliance requirements in NHPA. Traditional use areas that are determined to be Traditional Cultural Properties (TCP) fall under NHPA. See chapter 10 ,sections 13.3 and 13.6 of this Handbook for guidance on consulting with Indian Tribes concerning TCPs and Sacred Sites.
2. Rare and Unique Cultural Resources: Cultural resources that are rare, scarce, or unique to the Forest/Grassland. These may include, but are not limited to, the remains of an early Ice Age- mammoth kill, a rare aboriginal paint source, a Trail of Tears removal fort, prehistoric mines and quarry pits, or perfectly sealed archaeological deposits within rockshelters. Their uniqueness warrants preservation above all other management interests.
3. Cultural Resources with Future Research Value: Cultural resources that, because of their potential to yield abundant and significant data, are “banked” for future research as new technologies and ideas for scientific inquiry and analyses are developed. These cultural resources principally involve highly significant archaeological properties, for example, a prehistorically-used cave with deeply buried intact cultural deposits, extensive prehistoric masonry ruins, or the intact remains of an early mining camp. Resource-consumptive investigation of such properties now would severely limit opportunities for discovering new information in the future with new technologies. Consider looting risks when allocating cultural resources to this subcategory.

### **34.12 – Enhancement**

Cultural resources that have the potential to provide public educational, informational, or recreational benefit above other uses include those whose primary value is:

1. Interpretive: Cultural resources that could provide valuable public interpretation and conservation education opportunities through brochures, signs, trails, infrastructure, and other media. Sites suitable for on-site interpretation and where heavy visitor use is expected are often accessible and in close proximity to urban areas. Cultural resources that experience heavy visitation may need to have hardened surfaces, designated trails, signage, and other infrastructure to withstand such public attention and use. In some cases, a property's integrity may have been previously compromised, making it a suitable candidate for interpretation.

The interpretive and educational value of these cultural resources outweighs preservation concerns, although protective and monitoring measures may be necessary to balance the two. In some cases, interpretation is a deterrent to vandalism, theft, and inadvertent damage. Cultural resources allocated to this category may include standing buildings, visible structures and ruins, rock art, trails, and cultural landscapes.

2. Sustained Use and Adaptive Reuse: Cultural resources that are maintained and used or that have the potential to be used as administrative or recreational facilities. Examples include historic Forest Service Ranger Stations still in use, or backcountry guard stations or fire lookouts that are or could be recreation rentals.

Adaptive reuse extends the use-life of buildings that might otherwise fall into disrepair and become too expensive to stabilize and maintain for Agency or public benefit. Preparing a historic property for adaptive reuse often involves rehabilitation or restoration, which requires a careful balance between the modifications necessary for public safety and protecting the historic integrity of the property.

National Register nomination and other recognition is a standard treatment for cultural resources assigned to this category.

### **34.13 – Scientific Investigation**

Cultural resources whose primary value lies in their ability to reveal significant information about past human cultures and environments fall into this category. Unlike the unique cultural resources preserved for future research, cultural properties in this category are usually well represented, although their exact character, content, and context may not be well understood.

Archaeological sites consisting primarily of subsurface cultural deposits may contain significant scientific information relevant to understanding Pleistocene-Holocene climate and environment, wildfire regimes, vegetative composition, wildlife distributions, and other past conditions. These data, in turn, may assist in broadening understanding and formulating

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Agency policy and initiatives related to climate change, environmental health, and ecosystem restoration.

1. Data Recovery: Research and recordation carried out in a planned and orderly fashion on cultural resources suitable for scientific investigation, with compliance and research goals clearly explained. SHPO and Tribal consultation and Advisory Council notification (if the resource is a historic property) are required before data recovery is initiated. The results of these investigations are made available to researchers and the public in popular reports. These data may be integrated with off-site interpretive programs and media and added to Cultural Resource Overviews and context documents.

2. Experimental Study: Research to resolve management problems such as the effects of an activity on a type of cultural resource or the effectiveness of a treatment to protect cultural resources. A surface lithic scatter may be used to test the impacts of timber felling atop frozen ground or a historic trail may be used to assess the effects of off-highway-vehicle use.

In most cases, the integrity of cultural resources allocated to this subcategory has been previously compromised. Experimental projects atop or within the boundaries of cultural resources should only be initiated with well-conceived research designs and the results should be documented and reported so that the findings have broader management benefit. Contingent on site condition, type, and National Register eligibility, SHPO and/or Tribal consultation may be necessary.

#### **34.14 – Release from Management under NHPA**

Cultural resources recommended for allocation to this category are (or have become) ineligible for National Register listing; have little to no integrity of location, design, setting, materials, workmanship, feeling, or association; and have negligible potential for Agency or public use. Such cultural resources generally have received little or no Heritage Program management interest, attention, or investment.

Examples:

1. A thoroughly looted rockshelter with no remaining cultural evidence or cultural value to an Indian Tribe.
2. A small homestead largely destroyed by past logging.
3. An isolated and dilapidated cabin ruin that has no written or oral documentation and no subsurface remains.
4. A Forest Service warehouse less than 50-years old, in poor condition, and that is not the only or best example of others still in existence throughout the Forest or Region.

Cultural resources released from active management may still be protected from theft, vandalism, and unauthorized uses under ARPA if older than 100 years and under Title 36,

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Code of Federal Regulations, Part 261 – Prohibitions, if between 50 and 100 years old. Exercise pragmatism in dealing with such situations and carefully advise Agency Officials and Law Enforcement.

A historic property may lose its integrity or value that made it National Register-eligible and, thus, be appropriately allocated to this management category. Relinquish State or Smithsonian trinomial site designations in such cases, if State guidelines allow or require it.

Manage cultural resources with little or no retention value according to Regional or State guidelines, where they exist. In all cases, document the current condition of the cultural resource on a site form and in Heritage NRM.

### **34.2 – Determining the Appropriate Management Use Category**

Recommend management uses based on individual site evaluation, professional judgment, and Agency priorities. Recommendations may be for individual properties or for classes of similar properties.

At the time of initial recordation or in subsequent evaluation, recommend suitable uses for each cultural resource or class of similar resources by considering the following:

1. Site type and archaeological or historic context.
2. Site characteristics.
3. Site location and setting, including public access.
4. Site condition and potential impacts and threats.
5. Site significance and potential National Register eligibility.
6. Perceived values and potential uses.

Identify the recommended management use category on the Cultural Resource Record in the Heritage NRM database.

Re-evaluate and revise management use recommendations as necessary when circumstances change or new data become available.

### **34.3 – Management Use Categories and National Register Nomination**

Once evaluated as eligible, any historic property may be nominated to the National Register. However, other management decisions concerning the relative value and future management of that property affect the decision to formally nominate it to the National Register.

The following exhibit displays relationships among management use categories, possible management treatments or prescriptions, and whether nomination to the National Register is appropriate.

See FSM 2363.21 – 2363.23 and chapter 40, section 46.11 of this Handbook for information on nominating historic properties to the National Register of Historic Places.

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**34.3 - Exhibit 01**

**Management Use Categories, National Register Listing, & Management Prescriptions**

<b>Management Use Category</b>	<b>National Register Nomination</b>	<b>Possible Management Prescriptions</b>
<b>Preservation</b> Traditional Use - TCP	Possible	Protection, monitoring, continued consultation with affiliated cultural group
<b>Preservation</b> Traditional Use - Sacred Site	Possible	Protection, monitoring, continued consultation with affiliated cultural group
<b>Preservation</b> Rare, Scarce, Unique	Yes	Protection, monitoring, limited investigation
<b>Preservation</b> Future Research	Possible	Protection, monitoring
<b>Enhancement</b> Interpretation	Possible	Stabilization, rehabilitation, restoration, protection
<b>Enhancement</b> Adaptive Reuse	Yes	Stabilization, rehabilitation, restoration, protection
<b>Scientific Investigation</b> Data Recovery	Possible	Protection, monitoring, excavation, stabilization
<b>Scientific Investigation</b> Experimental	Possible	Excavation, collection, experimentation
<b>Released from Management under NHPA</b>	No	Long-term preservation and management is not a consideration